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ABSTRACT

Universalization of primary education (UPE) is one of the major priority goals of all countries in the region of Asia and the Pacific. The developing countries are now engaged extensively in the formulation and implementation of policies, plans, and programs aimed at making adequate and suitable opportunities for primary education available to all children as soon as possible. Lower participation rates of girls in primary education is seen as one of the main obstacles to achieving full universalization of primary education in some of the countries of the region. This volume, one of a series that provides a comparative view of the position of UPE and its progress focuses on India with particular reference to girls' enrollment and participation. The six chapters in this volume look at: (1) national setting; (2) education of girls: the present situation; (3) problems of girls' education; (4) policies and programmes for girls' education; (5) research and innovations; (6) new initiatives for promoting girls' education and prospects for the coming years. A number of tables displaying data appear throughout the volume and in 13 appendixes. A 21-item bibliography is attached. (DB)

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Universal Primary Education for Girls

India

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India

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FOR ASIA AND THE PACIFIC
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PREFACE

Universalization of primary education (UPE) is one of the major priority goals of all countries in the region of Asia and the Pacific. The developing countries in particular, are now engaged extensively in the formulation and implementation of policies, plans and programmes aimed at making adequate and suitable opportunities for primary education available to all children as soon as possible.

Lower participation rates of girls in primary education is seen to be one of the main obstacles in achieving full universalization of primary education in some of the countries in the region.

In 1985, six member countries of the region were supported within the framework of the Asia and Pacific Programme of Educational Innovation for Development (APEID), to prepare national studies focusing on problems and issues related to education of girls, programmes and plans for the promotion of girls education and the innovative measures and actions taken to improve their participation in education. The studies were carried out by national institutes and professional groups under the guidance of high level national steering committees for promotion of girls' education which were established by the Ministries of Education in the respective countries, at the request of UNESCO, ROEAP. A list of the members of the steering committee is given as an Annex.

The findings of the national studies were later reviewed and examined at a Regional Review Meeting on the Situation of Girls Education in the Context of Universalization of Primary Education which was held in Bangkok in November 1985. This series of publications is an outcome of the collaborative and co-operative efforts of the member countries in understanding the tasks involved in universalizing the primary education of girls and the nature and extent of problems and issues associated with it.

This series provides a comparative view of the position of and progress made in UPE in six countries, with particular reference to girl's enrolment and participation in primary education. It is published with the view that the countries in the region, which have similar problems on education of girls, will find the information, experiences and conclusions useful in pursuing their tasks vigorously by drawing on the experiences of other countries with the same goals and objectives.

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Chapter One

NATIONAL SETTING

Historical background

The tradition of education in India dates back to ancient times. Children were initiated to learning at a fairly young age by placing them under the tutelage of the learned. A strong student-teacher relationship developed in due course. The teachers imparted all the knowledge at their command and the students imbibed the same with devotion and zeal. Teachers considered the transfer of knowledge as one of their sacred duties. The students worked hard and pursued their studies. Though knowledge of religion and scriptures formed a significant part of the traditional education, the students also imbibed knowledge in different branches of study. Facilities for traditional education, which might have been available to all children in the earliest times, subsequently due to social changes, came to be restricted to certain sections of the population. However, close links continued to remain between religion and education and institutions for learning came to be established by regigious institutions and in some cases attached to places of worship. This situation continued throughout the middle ages. Schools established catered only to certain sections of the society who were affluent and belonged to the upper strata, on the basis of caste structure. Private learning, limited to families, also was in vogue. Participation of girls was particularly negligible.

The early British administration, the foundations for which were laid in the beginning of the 19th century, did not favour development of a system based on the then existing national system, though opinions were expressed in support thereof. The elementary education system built up by the British anew after being compelled to accept the responsibility for education of people, was to impart Western knowledge as well as English language. The formal system of education sponsored and supported by the State and divided into well defined stages – primary, secondary and university – was

essentially for employment. Till 1859, even this system did not expand rapidly due to limitations of resources and also due to the so-called 'downward filtration theory' of the British administration, according to which, it was believed that education filtered down from upper classes to lower classes of society and therefore, education departments were expected not to make any attempt to educate masses directly but to concentrate their efforts on educating the upper classes only.

This theory was repudiated subsequently in official despatches, which recommended active official measures for conveying useful and practical knowledge to the masses, who would otherwise be unable to secure the same on their own unaided efforts. The Indian Education Commission (1882) strongly recommended to declare the elementary education of the masses, its provision, extension and improvement to be that part of the education system, to which strenuous efforts of the State should now be diverted in a still larger measure, than heretofore. As a result of various consequential measures taken, elementary education progressed very rapidly between 1859 and 1881. Elementary Education again suffered a set-back during the period 1881-1900, due to inadequate resources from inelastic local cess, on which great reliance was placed. As a result of the decision taken by the British administration for increasing financial grants to local funds, thereby making available enough finances, elementary education again expanded during the period 1901-1921. The tempo of expansion of elementary education during this period was substantially aided by the general awakening in the country due to the organization of struggle for freedom. A strong demand also came to be put up for compulsory primary education.

The transfer of education to the Indian control in 1921 ushered in an era of great public awakening especially in the field of elementary education. In the five years following 1921, the number of elementary schools increased from 167,000 to 198,000 and the enrolment from 6.96 million to 9.11 million. The worldwide depression, the effects of which did not pass off on India till 1937, forced cuts on expenditure on education and consequently the expansion of elementary education slowed down.

Under the autonomy granted to the States as per the provisions of the Government of India Act, of 1935, it was hoped that elementary education would expand and make rapid progress. But these

hopes were belied due to the break of Second World War and due to subsequent political changes preceding the attainment of Independence in 1947. The progress of elementary education during 1937-1947 was unimpressive.

With the attainment of independence and adoption of the Constitution, the cherished dreams of national leaders during the freedom struggle got enshrined in the Constitution. Article 45 of the Constitution of India lays down that:

> "The State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years."

The administrative set-up

India is a Union of States with a parliamentary system of government. Under the Constitution, which is federal in structure with unitary features, the areas of jurisdiction of the Union and the States are earmarked. As in all the federal constitutions, there is a formal division of legislative powers between the Union and the States. The Union Parliament has exclusive powers to make laws in respect of any of the matters enumerated in List-I, known as the 'Union List'. The legislature of any State has exclusive power to make laws for such a State with respect to any of the matters enumerated in List II, known as the 'State List'. Union Parliament and the Legislature of any State have powers to make laws with respect of any of the matters enumberated in List-III, known as the 'Concurrent List.'' The Parliament has exclusive powers to make any law with respect to any matter not enumerated in the 'Concurrent List,' or 'State List'. In case of inconsistency between the laws made by the Parliament and the Legislature of the State on matters included in the 'Concurrent List', the laws made by the Parliament prevail over the State laws.

India comprises 31 sub-national units known as States (22) and Union Territories(9). The States are: Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Jammu and Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Nagaland, Orissa, Panjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, and West Bengal. The Union Territories are: Andaman

and Nicobar Islands, Arunachal Pradesh, Chandigarh, Dadara and Nagar Haveli, Delhi, Goa Daman and Diu, Lakshadweep, Mizoram and Pondicherry. The Union Territories are directly administered by the President of India. Local Legislatures with specified powers and functions have been created for the Union Territories of Goa, Daman and Diu, Pondicherry, Mizoram and Arunachal Pradesh. These legislative assemblies may make laws with respect to matters in the State field, namely those included in 'State List' and 'Concurrent List' in so far as they are applicable in relation to the Union Territories. The Parliament can also make laws with respect to such matters for the Union Territories.

The States for administrative convenience are divided into a number of districts. Presently the number of such districts is 415. The Distrtict Administration is under a Collector/District Magistrate or Deputy Commissioner, who is responsible for the proper collection of revenue, for the maintenance of law and order, and for developmental activities of the District. In some States, the administration of three or four districts is supervised at a Division, headed by a Divisional Commissioner. The Districts are further sub-divided into Tehsils or Talukas. In the course of planned development, which India has adopted, a Community Development Programme, which has now become part of the rural development programme, was launched in 1952. This programme is aimed at bringing about an overall development of the rural parts of India through the fullest development of available human and material resources on an area basis, thereby raising the rural community to higher levels of living with the active participation of the people themselves. While highest priority in this programme is accorded to agriculture, the other important sectors include improvement of communications, education, health, sanitation, housing, rural employment, welfare of rural women and children, and cottage and small-scale industries. The block covers an area of about 620 sq. kilometres with 110 villages and a population of about 92,000. Presently there are over 5,000 blocks in the country.

In most States there are Municipal Corporations established under specific acts of the State Legislatures. In medium and small towns there are municipal councils or boards. These are elected on the basis of adult franchise. The administration of the cities/towns vests in these bodies. A system of local self-government known as

'Panchayat Raj' which was introduced in 1959 is also in vogue. It is a three-tier system at village, block and district levels. Elected directly by and from among the villagers, the Panchayats are responsible *inter alia* for agricultural production, rural industries, medical relief, common grazing ground, sanitation, village roads, tanks, and wells. In some places they also look after primary education.

Census in India have been taken up regularly once in every 10 years since 1880-1881. According to the 1981 census, the total population of India was 685,185 million. As compared to 1971 census the increase was 25 per cent. The increase in population was mainly due to fall in the death rate brought about by better health conditions, effective control of epidemics, efficient handling of famine conditions and general improvement and development. The proportion of rural and urban population is 76.69 per cent and 23.31 per cent respectively. Males were 354 million and females 331 millions. For every 1,000 males there were 943 females. The overall literacy rate is 36.23 per cent — 46.89 for males and 24.82 per cent for females. Statewise literacy rates as per 1971 census and 1981 census are given in Annexures T(a) and T(b).

Educational structure and organisation of school education

Education in India was primarily the responsibility of the State Governments, upto 1976, inasmuch as the subject 'Education' figured in the 'State List.' However, matters relating to certain universities, institutions declared by Parliament to be institutions of national importance, institutions for scientific or technical education fully or partly financed by the Government of India and declared by Parliament as institutions of national importance, union agencies and institutions for professional, vocational or technical training, promotion of special studies or research, and co-ordination and determination of standarization in institutions for higher education or research and scientific and technical institutions figured in the 'Union List'. Through a Constitutional amendment made in 1976 'Education including technical education and medical education and universities has been brought under the 'Concurrent List'. The Union Parliament has however, passed no legislation so far under these Concurrency provisions. Thus, 'Education' is still basically the responsibility of

the States and is mostly managed by them. This is particularly so in the case of school education.

At the national level there is a Ministry of Human Resource Development (Department of Education). The important functions of the Department of Education are: to evolve the educational policy in all aspects and to co-ordinate and determine the standards of higher education and technical education; to administer the Copyright Act; to improve the quality of textbooks, to administer scholarships and other schemes; to co-ordinate programmes of assistance and other activities with UNESCO; to develop and co-ordinate research in social sciences; to foster and encourage studies and research in Sanskrit and other classical languages; to develop activities in the field of non-formal education; and to promote adult education.

The Ministry is headed by a Cabinet Minister. He is assisted by an Education Secretary and a Special Secretary an Additional Secretary. The Ministry is and an educational Adviser (Technical), divided into a number of bureaus, each looking after a broad aspect of education. Presently there are bureaus for school education, university education, technical education, adult education, languages and scholarships, planning and monitoring. Separate bureaus exists for finance and administration. The Bureaus are headed by Joint Secretaries/Joint Educational Advisers. The bureaus are divided into divisions which are headed by Directors/Deputy Secretaries/Deputy Educational Advisers. Each Bureau consists of two-three Divisions. The Divisions are further sub-divided into branches and sections/units headed by the Under Secretaries/Assistant Educational Advisers and Section Officers respectively.

Again at the national level, Planning Commission makes an assessment of the material, capital and human resources of the country, investigates the possibilities of augmenting such of these resources as are found to be deficient in relation to the nations' requirements and formulates plans for the more effective and balanced utilization of the country's resources.

The Department of Education at the national level is assisted by specialized institutions and all India forums. *The National Council of Educational Research and Training (NCERT)* advises the Deptt. in the implementation of the policies and major programmes in the

field of education, particularly school education. For this purpose, the Council, *inter alia* undertakes and co-ordinates research in all branches of education, organizes pre-service and inservice training, develops and disseminates improved techniques and practices in schools, undertakes preparation and/or publication of textbooks and reading materials and co-operates with and assists the State Education Departments, universities and other educational institutions.

The National Institute of Educational Planning and Administration (NIEPA) inter alia organizes pre-service and in-service training to educational planners and administrators, teacher-educators, undertakes and promotes research in various aspects of educational planning and administration and functions as a clearing house of ideas and information on research, training and extension in educational planning and administration services and other relevant programmes.

The Central Board of Secondary Education (CBSE): affiliates institutions from all over the country with the purpose of examination, arranges inspection of schools for granting affiliation, conducts examinations at secondary and senior secondary levels, prescribes courses and syllabi, organizes orientation programmes, and undertakes development and publication of textbooks.

The Kendriya Vidyalaya Sanghtan runs schools (from Classes I-12) in different parts of the country with the idea of encouraging the growth of secondary schools having a common syllabi and media of instructions for providing the facilities of uniform education throughout the country for the children of transferable Central Government employees including defence personnel.

The Central Advisory Board of Education advises the Central Government or any State Government or Union Territories' administrations on any educational question either on its own initiative or on a reference made to it.

At the State level there are either independent departments of Education or departments dealing with education and allied subjects, like culture, science and technology, libraries, museums, youth services etc. In some States different departments deal with school education, higher education and adult education. As at the Union level, a Secretary with his secretariat assists the Minister in charge of

education. The Director of Education/Director of Public Instructions/Commissioner for Education with his office provides the executive support to the State Departments of Education. The State is divided into educational districts which are normally co-terminus with the districts for revenue administration. In some States the number of educational districts is more than the number of revenue districts. The administration and supervisory set up at the district level varies from State to State. The District Education Officer/ District Inspector of Schools is in charge of school level education in a District. He is assisted by Inspectors of Schools, Deputy/ Assistant Inspectors of Schools, and Block Education Officer/ Extension Officer (Education) at the block level. In some States at the State Directorate level as well as district level, there are separate officers looking after the education of girls. Union Territories, depending upon their size, have a unitary type of administration, 2-tier or 3-tier type of administration. At the State level there are counterpart organizations known as State Councils of Educational Research and Training (SERT)/State Institutes of Education (SIES) which provides academic support to the State Education Departments. The advice, guidance and facilities of the national level institutions are also available to these sub-national institutions.

India has adopted a system of twelve years of school education. This is popularly known as the 10+2 system – a 10-year secondary stage and 2-year senior secondary stage. Classes 11 and 12 constitute the senior secondary stage at which students can opt for science/ commerce/humanities streams. Vocational courses are also offered at this +2 stage. The 10-year schooling, constituting the secondary stage, prescribes a common curriculum for all. The idea is that prescription of all subjects including science and mathematics, compulsorily for all makes for an all-round development and balanced growth. The 10-year schooling is conceived of 3 segments:

1. Primary – Classes 1-5 (age-group 6-11)
2. Middle – Classes 6-8 (age-group 11-14)
3. Secondary – Classes 9-10 (age-group 14-16)

Primary and middle together constitute the elementary stage. Preschool stage covering 3-5 years is not recognized by the system of education as such, while the 10+2 school system has been adopted

by most of the States which will introduce this system from the academic Session of 1980.

While the classification of school stages indicated above is the suggested national pattern, there are some variations in the States, both in the duration and nomenclature of the stages. In some States the 'primary' and 'middle' stages are known as 'Primary/Junior basic' and upper Primary/Senior basic stages respectively. The secondary and senior secondary stages in some States are called high school and higher secondary school stages. Further, in some States the senior secondary stage is in colleges known as Junior/Intermediate College. In some States classes constitute the 'Primary' stage and classes 5-7 constitute the 'Middle' stage. In such States classes 8-10 constitute the secondary stage. In a couple of States even preprimary stage is also treated as part of 'Primary stage.' In these States classes A, B, 1,2/3 constitute the primary stage – and classes 3/4 to 6 the middle stage and classes 7 to 10 high school stage.

The recommended age of entry to class 1 of the primary stage is 6+ years. But in some States the age of entry is 5+ years also. Children in the age-group 6+ to 10+ are expected to be in primary classes and children in the age-group 11+ to 13+ are expected to be in middle classes. But in rural backward and sparsely populated areas wherein economically weaker sections of society reside, or where the schooling facilities are not adequate, children who are underaged and overaged also get enrolled into the elementary education system. Their percentage is currently placed at 22 of the total enrolment.

The Constitution of India which came into force in 1950 lays down that the State shall endeavour to provide within a period of 10 years from the commencement of this Constitution for free and compulsory education for all children until they complete the age of 14 years (Article 45). Presently education in classes 1-8 in all the Government local bodies and aided schools in most of the States and Union Territories of the country is free. A number of States have legislations for compulsory primary education. But the penal provisions of this enactment are difficult to enforce because of the socio-economic factors involved.

Primary/middle schools in various States are mostly managed by the Government or local bodies. There are some schools which

are run by private organizations and the others with aid from the Government/local bodies or without aid. While all schools which are receiving aid are recognized by the Government, schools without any aid may be recognized or not. Recognition is granted on fulfilment of conditions relating to facilities available. Unaided schools are run by non-Governmental organisations like Charitable trusts, voluntary bodies, industries and social Welfare organisations etc.

At the national level NCERT framed a curriculum framework for the 10-year school which has been recommended to the States. NCERT also publishes books for all classes (1-12) in the official and associate official languages of country, namely, Hindi and English. It has brought out some books in other languages also. These books are available for adoption or adaptation by the States also. At the sub-national level curriculum is prescribed by the education departments in consultation with their executive/academic wings and following the national curriculum recommended by NCERT. Textbooks boards/bureaus/corporations exist in almost all the States for the publication of school books and other instructional materials.

Elementary Teacher Training Institutions known as Teacher Training Institutions/Basic Training Institutes/Teacher Training Schools provide pre-service and inservice training for elementary school teachers. The minimum qualifications for admission to the training are secondary school/senior secondary school leaving certificate. The duration of the training varies from one to two years.

Planning and development

For its developmental efforts India has adopted the mechanism of Five Year Plans. So far, the country has gone through the process of six Five Year Plans. Within the long-term perspective each Five Year Plan proposes approaches, policies and priorities for development in various sectors. The Five Year Plans have highlighted the importance of girls education and proposed appropriate approaches for increasing the participation of girls. The First Five Year Plan (1950-1955), noting with concern the neglect of womens' education in as much as girls constituted only 28 per cent and 18 per cent of the total number of children enrolled in primary and middle stages respectively in 1949-1950, felt that at the primary stage of girls education the remedy lied in propagating among parents in order to

remove their prejudice against co-education in primary schools. Considering that co-education at middle and high-school stages may not be feasible, the Plan emphasized development of middle and high schools for girls.

The Second Five Year Plan (1955-1960) felt that public opinion in every part of the country was not equally alive to the importance of girls education. It, therefore, felt that special efforts at educating parents combined with efforts to make education more closely related to the needs of the girls were needed. The Plan recommended methods other than co-education wherever necessary, including adoption of a shift system as an interim measure – one shift working for boys and the other for girls. The Plan noted that a major obstacle in the way of promoting girls education was dearth of women teachers and pleaded that the task of training women teachers should be approached as a matter of urgency. Other measures suggested for increasing women teachers included provision of housing facilities in villages and opportunities for part-time employment, particularly to draw educated married women into the teaching profession.

The Third Five Year Plan (1961-1965) envisaged that there should be special concentration on the education of girls and disparties in levels of development in education between boys and girls should be substantially reduced. Taking note of the measures suggested by the National Committee for Womens' Education, the Plan recommended that special emphasis must be laid on creating suitable conditions for encouraging parents to send their daughters to schools, educating public opinion, increasing the number of women from rural areas who would take up the vocation of teaching and inducing women from urban areas to accept posts of teachers in rural areas. The Plan emphasized that it was specially necessary to study closely such successful methods as may be evolved in different parts of the country and to make such experiences available jointly. In drawing up annual plans within the framework of the Five Year Plan, the document recommended that care should be taken to see that the programme for girls education was not held back for lack of financial resources and that the social and organizational limitations which impeded progress are eliminated as early as possible.

The Fourth Five Year Plan (1968-1973) stressed that priority should be given, among others, to the expansion of elementary

education for girls. Noting that sustained efforts to extend education among girls have been made in earlier plans as a result of which the percentage of girls in primary and middle stages had increased from 25 per cent and 5 per cent in 1950-1951 to 59 per cent and 19 per cent respectively in 1968-1969, the plan recommended that the enrolment of girls should be further increased through the organization of special programmes so that the gap between the enrolment of boys and girls would be reduced further. Among the special programmes to be undertaken for encouraging girls education, stress should be laid on providing sanitary facilities for girls.

The Sixth Five Year Plan (1980-1985) noting that 100 per cent enrolment of boys has taken place at primary stage in many parts of the country, viewed with concern that enrolment of girls was lagging behind in many areas. The document recommended the attainment of universalization upto the age of 14 within a period of 10 years. For operational purposes, the targets fixed were: 95 per cent enrolment at the primary stage and 50 per cent enrolment at the middle stage by 1984-85 and 100 per cent in both by 1990. The document also recommended attaching importance to early education for children in the age-group 3-5 years so that the concept of learning would develop through play and joyful activities in the children in that age-group and at the same time their caretakers, usually girls, would be free to join schools or other educational centres. The Twenty-Point Programme for the all-round development of the country announced by the Government of India on the 14th January 1982 laid special emphasis on the spread of elementary education among girls. Towards the end of the Six Five Year Plan certain special programmes like opening of non-formal education centres exclusively for girls, appointment of women teachers in primary schools and awards for excellence in performance in the spread of girls education at various levels were taken up.

Significant progress has been achieved in the spread of elementary education over the years of planned development. A statement indicating the enrolments at the elementary stage during the base years of the successive Five Year Plans is attached as Annex-II. This statement also indicates the targets for the Sixth Five Year Plan (1980-1985) and also the likely achievements at the end of the Plan.

According to the present assessment the total enrolment in elementary classes (6-14) both under formal and non-formal systems

is estimated to be of the order of 116 millions by the end of 1984-1985. The population in the age-group 6-14 years is estimated to be 163 millions in 1989-1990. Assuming that by the end of 1989-1990 about 10 per cent of the enrolled children may be of the age-group other than 6-14, facilities have to be provided for another 163 million children by 1990. Facilities have thus to be provided for a total of 180 million children, of which 64 millions will be additional children. On an approximate basis it is estimated that 25 millions children could be enrolled in the formal schools and another 39 million under the various models of non-formal system. Of the 25 million, the number of girls in the primary stage and middle stage is expected to be 6.8 and 7.3 millions respectively. The Seventh Five Year Plan (1985-1990) which is still under formulation is expected to give a further thrust to the spread of education among girls.

Girls' education – some general observations

Indian Constitution guarantees equality before law for men and women. It also prohibits any discrimination. The Constitution also empowers the States to make any special provision for women and children. With the recognition of the need to bring the process of social change and development towards certain desired goals, education has come to be regarded as a major instrument of social change. The Constitution of UNESCO directs its efforts to achieve the ideal of equality of educational opportunities without reference to race, sex or any distinction, economic or social. The history of the movement for improving women's status all over the world shows emphasis from the beginning on education as most significant instrument for changing women's subjucated position in society. Increase of educational facilities, equal opportunities and the removal of bars on entry of women to particular branches and levels of education came to be supported by all champions of emancipation of women. Social reformers in India, whether they were modernizing liberals or revivalists, also emphasized the crucial importance of education of women to improve their status in society. Education for women was regarded as means to improve their status within the family and to equip them to play any role in a wider social context. The absence of any economic compulsion was in fact the main reason for the slow progress of women's education in India.

Universal primary education for girls

The formal system of education was created essentially for men with the ultimate objective of utilizing them as Government servants. In the initial years the girls had little or no access to it, partly because of the traditional prejudices against their formal education and partly because society at that time would not imagine them as Government servants. However, as the formal system of education began to spread, the role of education as a liberating force came to be recognized and increasingly accepted. Thus began the advocacy of the access of girls and women to the formal system of education spearheaded by national leaders, missionaries and few enlightened ones. It received little response. Only a few girls mostly belonging to urban and upper and middle class families entered the formal system of education in the late 19th Century. As women teachers became available and social forces, like rise in the age of marriage, urbanization and the demand for educated wives began to gather momentum during the last 100 years, this movement steadily grew and the movement naturally began in the cities and then spread to the towns and villages. The mass awakening during the freedom movement and the role that women played in the struggle had a great impact on women's education and it began to increase at a much faster pace.

Social attitudes to the education of girls vary ranging from acceptance of the need to one of the absolute indifference in urban areas. The acceptance of the need of education for girls is greater than in rural areas. For the majority of people who live below the subsistance level, poverty is the predominant factor governing the attitude towards girls educationes, large majority of girls are required by the time they reach the age of 8 to be at home to do various domestic chores. The majority of girls of this age group have to look after their younger brothers and sisters specially when their mothers are engaged in earning a livelihood. A substantial number of girls are engaged in contributing to the family income by their labour. The irrelevance of education as imparted in the schools has adverse affect on parental attitude of the education of the girls especially in rural areas. Education in the rural areas often results in alienation of the girls from their habitants. The strongest social support of girls education continues to come from its increasing demand in the marriage market.

Recommendations of the Committees/Commissions

Following the recommendations of the Education Panel of the Planning Commission that a suitable Committee should be appointed to go into the various aspects of the question relating to education of girls at various stages, the Government of India, in 1958, set up a National Committee on Women's Education. The terms of reference of that Committee included: suggesting special measures to make up the leeway in women's education at the primary and secondary level and examining the problems at these levels. The Committee, after surveying of the education of women in India since 1800, and studying the problem of wastage in girls education in all its aspects made wide ranging recommendations. The special recommendations include:

a) Creation of a special machinery to deal with the problem of education of girls and women at national and sub-national levels;

b) Constitution of national and sub-national councils for education of girls and women;

c) Assumption of more central responsibility at the national level for rapid development of girls and women's education, particularly for early achievement of parity between the education of boys and girls;

d) Preparation of comprehensive development plans at sub-national level for education of girls and women; and

e) Provision of adequate finances and enlisting the co-operation of non-Government organizations, local bodies and professional organisations in the promotion of girls and women's education.

The recommendations concerning primary and middle stages of education include:

1. Grant of concessions in kind to children (girls) of parents below a particular income level such as supply of books, stationery, school uniforms or clothing;

2. Provision of toilets/lavatory facilities;

3. Scheme of awards/prizes to villages for achieving increased enrolment of girls;

4. Opening of creches for the care of younger children;

5. Measures to create a strong public opinion in the country in favour of girls education;

6. Provision of hostel facilities;

7. Availability of free and subsidized transport;

8. Provision of scholarships;

9. Identical curriculum for boys and girls at the primary stage with provision of subjects like music, painting, sewing, needle work, cooking to make the course more suitable for girls and differentiated curricula at middle stage – an improvement either by suitable changes within or by inclusion of subjects more useful for girls or by both;

10. Increase in the number of women teachers and facilities for the training of women; and

11. Measures for increasing the supply of women teachers from rural areas.

The National Committee on Women's education recommended that co-education should be adopted as a general policy at the primary stage, and as a transitional measure separate schools may be provided in places where there was a strong public demand for them and enrolment of girls was enough to justify separate schools.

Following the recommendations of the National Committee on Women's Education, the Government of India constituted a National Council for Women's education in India in 1959. The functions of this Council *inter alia* were: to advise the Government on issues relating to education of girls at school level, to suggest policies, programmes and measures for expansion of girls education and to assess the progress achieved from time to time. This Council held regular meetings to review the progress and suggested measures from time to time.

The Government of India felt that a comprehensive examination of all questions relating to the rights and status of women in

India would provide useful guidelines for the formulation of a social policy. For this purpose it constituted a Committee on the Status of Women in India in September, 1971. The terms of reference of the Committee *inter alia* included: to examine the constitutional, legal and administrative provisions that have a bearing on the social status of women, their education and employment, to consider the development of education among women and determine the factors responsible for the slow progress in some areas and suggest remedial measures in the fields of law, education, employment, population policy etc. which would enable women to play their full and proper role in building up the nation.

In the opinion of the Committee on the Status of Women, the consideration of efficient economy as well as equal opportunity require the acceptance of co-education as a long term policy. In view of the divergent social attitudes, the Committee recommended co-education as the general policy at the primary level, at the middle level and secondary stages; separate schools may be provided in areas where there is a great demand for them. But the efforts will be to pursue co-education as a general policy. Acceptance of the principle and mixed staffing should be made a condition of recognition for mixed school. Where there are mixed schools, separate toilet facilities and retiring rooms for girls should be provided.

For universalization of education for the age group 6-14, particularly girls, the Committee on the Status of Women recommended provision of primary schools within walking distance from the home of every child, sustained propaganda by all types of persons, preferably women-officials, non-officials, social and political workers, in order to bring every girl into school. They should visit local schools and involve parents and community leaders in order to promote the schooling of girls, particularly in backward areas. Other measures recommended were special incentives for areas where enrolment of girls is low; at least 50 per cent of teachers at the elementary stage should be women; and a system of part-time education for girls who cannot attend schools on full time basis should be worked out.

The need for separate curricula for girls has been a controversial issue since the 19th century. It is argued when the society assigned different roles to men and women, education of girls should be

adopted to those roles. The average school life of girls may also be shorter. The intellectual inferiority, according to this view, lack of attitude and physical weakness of girls calls for simpler and easier courses of study. The qualities to be included in girls have to be different from those of boys so that they do not become bold and independent in spirit. Accepting the validity of the argument, certain subjects such as home science, domestic science, needle work and fine arts came to be regarded as specially suitable for girls. Secondly, a majority of girls' schools do not provide the facility for teaching science and mathematics. The pace of socio-economic change which came with the freedom movement and outstanding success of such girls in subjects like mathematics and science however offered serious challanges to the established views. The National Committee on Women's Education of 1959, taking note of these changes, recommended common curricula for boys and girls. The Committee on the Differentiation of Curricula for Boys and Girls (1964) recommended a common course at all levels and advised the inclusion of home science in the co-curriculum for boys and girls up to the end of the middle stage. The Committee on the Status of Women recommended that there should be a common course of general education for both sexes till the end of class 10, all courses being open for boys and girls. At the primary stage, simple needle work, music and dancing should be taught to both sexes.

The Secondary Education Commission (1953) recommended opening of separate schools wherever possible as they were likely to offer better opportunities for physical, social and mental development of girls. The girls, whose parents had no objection, should be free to choose co-educational facilities in boys schools. The Commission, however, prescribed specific conditions in the way staff should be mixed, teaching of subjects which appeal to girls such as home crafts, music drawing etc., and separate facilities for co-curricular activities for such institutions.

The Central Advisory Board of Education in its 39th Session held on June 6-7, 1983 *inter alia* recommended the setting up of a Standing Committee to give concentrated attention to women's education. Following this recommendation, the Government of India in the Ministry of H.R.D. have set up a high level Standing Committee on Women's Education under the Chairmanship of Education Minister to propel the growth and development of

women's education at all levels. The Committee will give concentrated attention to all aspects of girls education both in the formal and non-formal sectors with a view to achieving the constitutional goal of universalization of elementary education by 1990.

Education commission (1964-1966) and after

The Education Commission (1964-1966) has stated that to achieve full development of human resources as well as the improvement of homes and in order to mould the character of children during the more impressionable years of infancy, the education of women is of even greater importance than that of men. In the modern world, the role of women goes much beyond the home and the bringing up of children. As she is now adopting a career of her own and sharing equally with man the responsibility for the development of society in all its aspects, education of women has to move in that direction. The national policy on education of girls should receive emphasis, not only on grounds of social justice but also because it accelerates social transformation.

In recognition of the importance of girls' education in accelerating socio-economic development, the Government of India formulated a variety of measures from time to time to promote girls education. The main schemes which has been implemented for girls education in 1957-1958 are: provision of attendance scholarships; construction of quarters for women teachers in rural areas; appointment of school mothers; payment of stipend to women for teacher-training courses; construction of sanitary blocks; and hostel for girls etc.

At the instance of the Planning Commission, the Programme Evaluation Organization (PEO) conducted a study of the special schemes for girls education in 1974. The objectives of the study were:

a) to study the formulation, administration and implementation of various schemes meant for promoting girls education;

b) to assess whether the achievement has been commensurate with the objectives of the scheme both financial and fiscal; and

c) to study the attitude and response of the relevant sections of the community towards the schemes for promotion of girls education.

The Programme Evaluation Organisation found that some of the schemes implemented were to lessen the economic burden of the parents. Some schemes served as incentives and some schemes envisaged appointment of teachers and others encouraged training courses. The evaluation indicates that though there were some deficiencies in the planning and administration, the schemes contributed significantly to the increase in the enrolment of girls. The study identified the need for continuation and expansion of the schemes on a selective and systematic basis. It was also felt that more publicity to promote greater awareness among rural population about the facilities available was called for.

In the context of universalisation of elementary education, one of the important strategies adopted in the Sixth Five Year Plan was a provision of non-formal part-time education for non-enrolled and drop-out children. Girls constituted the hard core of this category. While non-formal education centres were opened in nine States, which were identified as being educationally backward (namely, Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal) on 50:50 sharing basis, liberalized assistance to the extent of 90 per cent was made available for opening non-formal centres exclusively for girls. In outlet to increase the enrolment of girls in the formal schools, assistance was given to these States on 80:20 Centre-State sharing basis for appointment of women teachers in the primary schools. Assistance was also given for opening early childhood education centres which enable girls to join and attend formal schools or non-formal education centres. To give further boost to the programme of universalization of elementary education and to give recognition for excellence in performance for the spread of girls education, a scheme of incentives/awards is being implemented. Under this scheme, awards have been given at different administrative levels namely, Panchayats, blocks, tribal development blocks, districts, States and Union Territories.

Chapter Two

EDUCATION OF GIRLS : THE PRESENT SITUATION

Realising the importance of girls and women's education, the post-independence era accorded high priority for educating women. While the expansion activities in the provision of educational facilities began, immediately a major step initiated by the Government of India was to set up a National Committee on Women's Education in 1957. This Committee probed in depth various aspects about women including education. This resulted in the setting-up of the National Council for Women's Education in 1960 which amongst other things looked into promotion of girls education including the school curriculum. The suggestions and recommendations of these two national bodies had tremendous impact on girls' education since the various Five Year Plans began to view this area with greater importance. Consequently, educational facilities increased manifold, more girls were brought to the schools, several incentive schemes were introduced, more qualified women teachers were appointed in schools, more and more separate schools and colleges for girls were opened, and separate hostels for girls were also established. The resultant effect was that the literacy rate, which was just 7.93 per cent for women in 1951, had gone up to 24.88 per cent in 1981.

In spite of all the efforts, the constitutional commitment of universalisation is hampered by the low enrolment amongst girls particularly in rural areas and girls belonging to the weaker sections of the society. Amongst the non-enrolled children it was found that 75 per cent children belonged to nine of the twenty two states in the country. Of these non-enrolled children, 75 per cent constituted girls. The nine states having large proportion of non-enrolled children were declared as educationally backward and special efforts both monetarily and otherwise were initiated.

During the post independence era, the educational facilities increased by leaps and bounds at all levels, especially at the elementary stage since every child up to the age of 14 had to be provided

free and compulsory education under the universalisation of elementary education scheme which was a constitutional commitment. The following table indicates the growth of primary and middle schools since independence.

Table 1. Growth of primary and middle schools in India 1950-1951 to 1982-1983

Year	*Number of primary schools*	*Number of middle schools*
1950-1951	209,671	13,596
1955-1956	278,135	21,730
1960-1961	330,399	49,663
1965-1966	361,064	75,798
1970-1971	408,378	90,621
1975-1976	454,270	106,571
1980-1981(P)	485,538	116,447
1981-1982(P)	495,007	119,560
1982-1983(P)	503,741	123,423

(P) Provisional

Source: A Hand Book of Educational and Allied Statistics (1983) Ministry of Education and Culture.

Institutions and their accessibility

The principal consideration in opening new schools was to see that the schools are as close to the homes of the children as possible, particularly in rural areas so that the children may not have to walk a long distance from their homes. But such a criteria alone would not serve the purpose of an adequate number of children in the school. Hence the criteria for opening a primary school were a rural habitation with a population of 300 or more within a radius of 1 km. Similarly the criteria for opening a middle school were a rural habitation with a population of 500 or more within a radius of 3 kms.

According to the Fourth All India Educational Survey (1978-1979) around 80.24 per cent of the rural habitations covering a rural population of around 92.82 per cent had primary schooling facility either within the habitation of residence or upto a distance of 1 km.

In respect of the remaining 19.76 per cent rural habitations covering 7.18 per cent rural population which are not covered, the habitations are sparsely populated and hence a separate school may not be viable; 66.86 per cent rural habitations with a population of 78.83 per cent were covered with middle schools either within the habitation or upto a distance of 3 kms.

There are not many separate schools for girls. From the following table it is observed that overall only 3.27 per cent primary schools are solely for girls whereas in rural areas there are just 2.71 per cent schools separately for girls.

Table 2. Primary schools according to area and type

Area/Type	*Boys*	*Girls*	*Co-educational*	*Total*
Rural	16,838(3.89*)	11,708(2.71)	403,056 (93.40)	431,602(100.0)
Urban	3,889(9.07)	3,784(8.84)	35,361(82.09)	43,034(100.0)
Total:	20,727(4.36)	15,492(3.27)	438,417(92.37)	474,636(100.0)

* Figures in parentheses indicate percentages with respect to row totals

Source: Fourth All India Educational Survey (1978) NCERT.

At the middle stage the position is slightly better than at the primary stage because of the age factor, 11 to below 14. Even at this stage, the rural urban disparity regarding separate middle schools for girls is highly revealing as seen from the table below:

Table 3. Middle schools according to area and type

Area/Type	*Boys*	*Girls*	*Co-education*	*Total*
Rural	10,927(11.57*)	6,066 (6.48)	77,187(81.95)	94,180(100.0)
Urban	3,640(19.78)	3,697(20.33)	10,887(59.89)	18,224(100.0)
Total:	14,567(12.99)	9,763 (8.72)	88,074(78.29)	112,404(100.0)

* Figures in parentheses indicate percentages with respect to row total.

Source: Fourth All India Educational Survey (1978), NCERT.

Separate schooling facility for girls in rural areas is just 6.48 per cent which reduces the over all percentage to 8.72 per cent.

Ancillary facilities

Provision of a school alone will not ensure children attending the school, for the school should have a proper school building with necessary facilities like an adequate number of teaching rooms, playground facilities, drinking water and toilet facilities within the school premises, furniture for students and other minimum academic facilities like adequate number of blackboards and a library. Unless these facilities are provided for it is not possible to bring children to the school and retain them.

There are just 59.60 per cent primary schools which have pukka (solidly built) or partly pukka buildings. Of the rest, 8.58 per cent schools work in open space while all other schools are functioning in tents, thatched huts or kuchcha mud buildings. At the middle level 85.45 per cent schools are functioning in pukka or partly pukka buildings. At the primary level 72.67 per cent schools require additional accommodation. At the middle level 76.02 per cent schools require additional accommodation.

Drinking water facility is available in 40.5 per cent of the primary schools in rural areas and in 67.67 per cent of the schools in urban areas. The corresponding percentages in respect of middle schools are 63.09 per cent in rural areas and 81.95 per cent in urban areas.

One of the most essential components for a girls' school in the school premises is separate toilet facility at all stages of education. But this facility is lacking very much in the majority of the schools both at the primary and middle level. More than 85 per cent of the primary and more than 60 per cent of the middle schools do not have this facility at all. But the situation is most appalling in rural areas where only slightly more than 10 per cent primary and slightly more than 30 per cent of the middle schools have this facility. This facility should be available in all the schools.

For the all-round development of a child in a school atmosphere recreation is a must through sports and games. For this purposes every school should have play-ground facility of its own in its campus. But it is observed that less than 50 per cent of the schools at primary (46.54 per cent) and around 66.09 per cent at middle stages had playground facilities.

From the health and hygienic as well as weather point of view furniture in school is an absolute necessity. But in reality it is missing in more than one third of the primary schools and slightly less that one fourth of the middle schools in the country. This does not necessarily mean that in all other schools it is adequate. At the primary level out of the 65.87 per cent of the schools which have reported having furniture, only 19.42 per cent primary schools have adequate furniture for their children while in the rest of the schools it is grossly inadequate. Similarly at the middle level, out of the 76.57 per cent of the schools which have reported that thus possess mats/furniture, only 29.55 per cent have reported that they have sufficient of this for their requirement.

The most essential teaching aid in any school is a blackboard, and there should be at least one in every classroom. Even this is found in short supply both in primary and middle schools. At the primary stage it is observed that the number of blackboards available is adequate in only 60.28 per cent schools while at the middle stage around 80.39 per cent schools have adequate blackboards. More than 40 per cent primary schools (41.50 per cent) and more than 20 per cent middle schools (21.51 per cent) in rural areas do not have adequate blackboards.

Of library is an integral part of the school system. In the earlier stages of school education it develops reading habits amongst the school children while at the higher level it supplements classroom teaching and thus is an important component in the academic development of a child. However, the position regarding the library facility remains more or less the same as in the other cases discussed earlier. At the primary level, less than 30 per cent of the schools have this facility and at the middle nearly 75 per cent of the schools have this facility.

No recent study has been conducted about the hostel facilities for girls at the primary and middle stages. However, during the Third All India Educational Survey conducted in 1973, data were collected on this aspect, which are given in the tables below:

Table 4. Primary schools with hostel facilities for girls and inmates

Area	Type of Institution	Facility Available					
		Boys	Girls	Boys & Girls (Boys)	(Girls)	Total (Boys)	(Girls)
Rural	(a)	762	158	728		1,648	
	(b)	20,727	5,081	26,521	14,721	47,248	19,802
					Total	=67,050	
Urban	(a)	170	120	140		430	
	(b)	9,429	5,397	6,891	5,590	16,320	10,987
					Total	=27,307	
Total:	(a)	932	278	868		2,078	
	(b)	30,156	10,478	33,412	20,311	63,568	30,789
					Total	=94,357	

Note: (a) = Number of Schools
(b) = Number of Inmates

Source: School Buildings — Third All India Educational Survey (1973) NCERT.

Table 5. Middle schools with hostel facilities for girls and inmates

Area	Type of Institution	Facility Available					
		Boys (a) (b)	Girls (a) (b)	Boys & Girls (a) (b) Boys	Girls	Total (a) (b) Boys	Girls
Rural	(a)	3,002	206	698		3,906	
	(b)	64,061	10,041	31,258	17,238	95,319	27,279
						Total:	122,598
Urban	(a)	264	122	142		528	
	(b)	14,074	8,933	9,101	6,430	23,175	15,363
						Total:	138,538
Total:	(a)	3,266	328	840		4,434	
	(b)	78,135	18,974	40,359	23,668	118,494	42,642
						Total:	161,136

Note: (a) = Number of Schools
(b) = Number of Inmates

Source: School Building — Third All India Educational Survey (1973) NCERT.

Progress of enrolment of girls at different stages of elementary education

The large scale expansion in the schooling facilities had tremendous impact on enrolment, particularly in rural areas though we are still far from the target of universal enrolment. Both at primary as well as middle stages there has been a considerable increase in enrolment. (*See* Statement at Annex-III). At the primary level, while there were only 5.385 million girls in 1950-1951, by 1982-1983 this figure has gone upto 29.763 million, an increase of more than five and a half times over a span of 33 years. Similarly, at the middle stage the increase in enrolment amongst girls during the same period is from slightly more than half a million (0.534) to 7.524, an increase of more than fourteen times. Taking both primary and middle stages into consideration there has been more than six fold enrolment amongst girls during this period. This has taken place in spite of the low economic conditions of the parents and also their aversion to send daughters to the schools. They state-wise position of girls enrolment during the year 1982-1983 in Classes I to V, VI to VIII and I to VIII is indicated in the statement at Annexes IV, V and VI.

Although there has been a considerable increase in the enrolment for the country as a whole, this increase is not uniform all over the country. In some states the increase in enrolment is considerable whereas in some others this is rather low. This is particularly so amongst the nine states identified as educationally backward where the girls enrolment is very low, in particular in the rural areas of these states.

In an ideal situation, allowing for the sex ratio amongst boys and girls, the enrolment ratio should be almost the same. But it is observed that there is wide disparity in enrolment between boys and girls both in primary as well as middle stages. At middle stages it is all the more wider since a large number of girls drop out before they enter middle stage due to conservatism amongst parents. This is particular so in rural areas. As no separate rural and urban data are presented in the normal annual official statistics these variations are not reflected clearly. However, in the All India Educational Surveys conducted by NCERT during the year 1965, 1973 and 1978 the proportion of girls in rural and urban areas as also for both rural and urban combined has been brought out clearly in the statement at Annex-VII.

Universal primary education for girls

The enrolment of girls in primary classes in 1965-1966 which was just 34.23 per cent has in the rural areas steadily increased to 36.18 per cent out of the total enrolment. However, in urban areas the situation is much better and is progressing steadily. If margin is allowed for sex ratio there is every hope that in the urban areas the proportion of enrolment amongst boys and girls will be even in the near future.

But at the middle stage the proportion of enrolment of girls compared to boys is fairly wide although the gap is narrowing very slowly. In rural areas the proportion of girls to total is much less than 30 per cent. But even in urban areas the position is not as rosy as at the primary stage and hence it may take quite some time for the gap of enrolment to even between boys and girls.

Participation rate of girls at the elementary stage

Annex III presents information about the percentage of enrolment of girls to their population in their corresponding age group. However, this is a very crude index since the enrolment figures include a considerable number of girls who are either below or above the age groups. Thus the enrolment in classes I-V which in reality should have children in the age group 6 to below 11, however include girls below the age of 6 or above the age of 11. Similarly at the middle stage as against children in the age group 11 to below 14 there are children below the age of 11 as well as girls in the age 14 and above. Thus these indices do not reflect the actual proportion of children corresponding to the age and stage. Of course another reason for confusion as to the age discrepancy desire from the fact that there is no proper registration of birth and consequently there are no official documents to verify the authenticity of the same. It is further observed that there are more children of the higher age groups in lower classes in rural areas since many parents admit their children late in the school. At present, age-wise enrolment is not collected regularly by any official agency except in the periodical All India Educational Surveys.

Girls enrolment in rural/urban areas

As pointed out earlier the rural/urban information is not collected in the annual statistics but through the All India Educational Surveys. In Annex VIII it is observed that there has been a steady

increase in the enrolment of girls both in rural as well as urban areas, both at the primary as well as middle stages. In rural areas at the primary stage the enrolment increased from 13.060 million in 1965-1966 to 18.791 million in 1978-1979 and in urban areas from 4.615 million to 7.460 million with an overall increase from 17.675 million to 26.251 million during the same period. At the middle stage though there has been an increase it is not as significant as at the primary stage, showing an increase from 1.196 million to 3.050 million in rural areas between 1965-1966 and 1978-1979 and from 1.525 million to 2.822 million in urban areas during the same period, reflecting an overall increase from 2.721 million to 5.872 million girls.

The enrolment percentage of girls in urban and rural areas in the age groups 6-11 years and 11-14 years differs from State to stage. This is indicated in detail in Annexes IX, X and XI. While the enrolment percentage is satisfactory in the age group 6-11 years, it is not so in the age group 11-14 years.

Position of girls' enrolment in respect of the weaker disadvantaged sections of the society

The delay in the achievement of universalisation of Elementary Education has been mainly due to the non-enrolment of girls and children belonging to the weaker section of the society. Scheduled Castes and Scheduled Tribes have been considered mainly as the weaker sections of the society. According to the Selected Educational Statistics 1982-1983, the enrolment of girls belonging to the Scheduled Castes was 66 per cent in classes I-V (age group 6 to below 11) and 20.1 per cent in classes VI-VIII (age group 11 to below 14) and for the Scheduled Tribes it was 54.9 per cent in Classes 1-V (are group 6-11) and 14.1 per cent in classes VI-VIII (age group 11 to below 14). Comparing these figures with the same year overall it is observed that the girls enrolment in classes I-V (age group 6 to below 11) was 69.4 per cent and 30.6 per cent in classes VI-VIII (age group 11 to below 14). Thus it is observed that the enrolment of the girls from the weaker section has virtually upset the overall balance.

Regional analysis of progress of elementary education of girls

Considerable progress has been made in the education of girls over the Five Year Plans in spite of regional imbalances. The regional

imbalances have been due to various socio-economic reasons. The progress of enrolment of girls has been rather slow in the educationally backward states. Parental apathy and early marriage of girls in some areas have also caused regional imbalances in the enrolment.

Extent of non-enrolment and dropout and stagnation

According to the Selected Educational Statistics 1982-1983, around 69.4 per cent of the girls in the classes I-V, age corresponding to 6-11 and 30.6 per cent girls in classes VI-VIII, age corresponding to 11-14, are in schools. However, these indices do not reflect the actual enrolment corresponding to the age specific namely 6 to below 11 in classes I-V and 11 to below 14 in classes VI-VIII since there in a considerable proportion of children either below or above age groups studying in these classes.

According to the Fourth All India Educational Survey (1978), out of an estimated 40.81 million girls in the age group 6 to below 11, only 20.94 million girls were in schools at different levels. Thus there was a backlog of 19.87 million girls in this age group. Similarly in the age group 11 to below 14, out of an estimated 22.96 million girls in the group only 6.73 million girls were in schools with a backlog of 16.23 million girls. Thus for the entire age group 6 to below 14, out of a total of 63.77 million girls only 27.67 million were in schools leaving a gap of 36.10 million to be brought to the school. Thus around 56.61 per cent of the girls in this age group are out of school.

Various studies in the area of stagnation and dropout both at the national and state level have revealed a high rate of dropouts, more amongst girls than boys and more in rural areas than in urban areas. In a national study conducted in 1976 on a highly restricted sample covering 13 major states, in seven states at the primary stage constituting classes I-V revealed that as against 39.9 per cent dropouts for girls overall, the dropout rate for girls in rural areas was as high as 65.6 per cent whereas for urban areas it was 22.3 per cent. The high rate of dropout of girls particularly in rural areas has offset better performance of girls in urban areas.

The study reflected that there were more repeaters than premature withdrawals constributing to the overall dropout in a particular batch. Further the high rate of dropout was more in earlier classes

i.e. classes I and II and later on the enrolment stabaliser. In the same study where the primary classes constituted I-IV in six of the thirteen states the rate of dropout of girls was also found to be quite high. In this case, although the dropout amongst rural girls was 52 per cent, for urban girls it was as high as 44.1 per cent and overall 48.1 per cent for girls.

Other studies conducted in some states have revealed that dropout figure among girls is higher, particularly in rural areas and amongst those belonging to weaker sections of the society.

Curricula and syllabuses

Education, though brought under the concurrent list, is followed by the states particularly at the elementary stage according to the local cultural background. Hence each state has framed its own curriculum according to the local needs although attempts are being made in the centre for adopting by the states a core common curriculum. At present there are 22 different curricula followed by the 22 states and nine by the nine union territories. All these have been revised from time to time, latest being after The Recommendations of the Education Commission 1964-1966. There are no separate curriculum for boys and girls. However, in 1975 the National Council of Educational Research and Training developed a curriculum for the ten year schooling. According to this curriculum, at the primary stage a child would be taught its mother tongue, mathematics, environmental science covering social studies and basic sciences, crafts in the form of work experience and arts and health education and sports. However, there is a scope for adjustment according to the local needs.

Women teachers and their training

In 1982-1983 there were 503,741 primary and 123,423 middle schools with a teaching force of 1,389,356 and 856,389 in the respective schools. Amongst these teachers 354,362 (25.51 per cent) and 267,141 (31.19 per cent) were women teachers in primary and middle schools respectively. The teacher pupil ratio is 1:40 in respect of primary and 1:34 for middle schools. But the availability of women teachers or those who are prepared to go and work in the rural areas is very low. At the primary level it is observed that in

only two of the 22 states – Kerala (55.9 per cent) & Punjab (53.07 per cent) there are more women teachers than men teachers at the primary level whereas at the middle level only Kerala (54.53 per cent) has more female teachers than males. In all other states male teachers outnumber female teachers.

There are no separate figures for the male and female trained teachers. For the country as a whole, around 89.5 per cent of the teachers in primary schools and 89.3 per cent of the teachers in middle schools are trained. But the proportion of trained teachers is not uniform in all the states and union territories. While in Tamil Nadu all the teachers in primary schools are trained in Assam, only 34.2 per cent of the teachers are trained at this level. At this level another 10 of the remaining 20 states have more than 90 per cent trained teachers. Amongst the nine union territories, in two viz. Chandigarh and Pondicherry all are trained while in another five more than 90 per cent of the teachers are trained. Only in Arunachal Pradesh (57.5 per cent) and Mizoram (62.0 per cent) still a large number of teachers are untrained. However, at the middle stage in 11 of the 22 states and six of the union territories more than 90 per cent of the teachers are trained. Amongst the states in Gujarat (99.0 per cent). Haryana (99.4 per cent) and Tamil Nadu (100.0 per cent) almost all teachers are trained. Assam (32.1 per cent) has the lowest number of trained teachers. While Pondicherry (100.0 per cent) and Chandigarh (100.0 per cent) have all trained teachers. Mizoram (26.5 per cent) has the lowest proportion of trained teachers amongst the union territories.

At present there are more than 1,100 Elementary Teacher Training Institutions called Teacher Training Institutes. Of the total institutes in the country, more than 150 institutions are exclusively for women and among other majority are co-educational. The intake capacity for women is around 48,000 per annum which outnumbers the intake capacity of men. In the majority of the states the duration of the course is two years while in others the course is of one year duration. The minimum qualification for admission is matriculation. Although the training facility is adequate to meet the demand there is regional imbalance in the availability of this facility, particularly in the Northeastern region covering states like Assam, Manipur, Meghalaya and the union territories of Arunachal Pradesh and Mizoram. At the national level there is National Council for

Teacher Education (NCTE) which frames the syllabus and guides the teacher training programme – both pre-service and in-service.

The role of non-governmental organisations

Though India was very much noted for voluntary and philonthrophic organisations playing a very significant role in providing education to the society at large, the situation has considerably changed. Now the educational institutions at the elementary stage are managed mostly by the government or the local bodies and very few are managed by the private agencies, aided or unaided. Local bodies include municipalities, corporations, district or zilla parishads, taluka boards, village panchayats and contonement boards. Amongst the private institutions which are recognised, some receive aid from the government after fulfilling conditions for receiving grants while others do not. Looking at the magnitude of the problem of education of girls, the non-governmental organisations and voluntary organisations have a very major role to play in case the goal of universalisation of Elementary Education becomes a reality.

Participation of the community in development programmes of education will go a long way in spreading elementary education. India being a developing country has various sectors to cater to but its fiscal resources are very restricted. Here the community can play a major role in providing land for the school building, construct school buildings, provide equipment such as furniture for pupils and teachers and incentives like midday meals, free uniform and free text-books. As there is dearth of women teachers in rural schools which has prevented many girls from going to school, educated women in the community can take up the responsibility of teaching in these schools. In fact the Parent-Teacher Association is totally absent in the majority of the schools in India. If the importance and role of such an agency is realised then the majority of the ills in our schools, particularly in rural areas, will be cured. The time is most propitious for the community to raise to the occasion so that the unfilfilled task in the area of school education is achieved in the shortest possible time.

Planning, organisation, administration and financial aspects of education of girls at the elementary stage

If any programme is to be singled out in the area of education which received the top priority during the post independence period

it is elementary education. The entire educational machinery both in the centre as well as in the states was geared to meet this gigantic task. The Education Commission (1964-1966) recommended setting up of a special machinery to look after the education of girls and women. Except in the state of Jammu and Kashimir where there is a separate Director for Women's education, in other states there are separate personnel either in the rank of Joint Director or below to look after women and girls education. In addition there are also separate inspectresses for girls schools to look after this work. As either the director or Joint Director of women's education the responsibility of these office bearers cover other areas of women's education also.

In terms of fiscal allocation elementary education got the lion's share in all the Five Year Plans to open more schools particularly in rural areas towards universal provision, organised enrolment drives to enrol more boys and girls, employed more qualified teachers, both men and women, increased preservice training institutions to cater to the pedagogic needs, started in-service training courses for the teachers to reorient them in teaching-learning processes and innovative practices, increased the inspection and supervisory machinery to provide academic guidance to school teachers, established research institutions both at the centre and in the states in order to conduct research in the area of curriculum development, preparation of textbooks, provided audio-visual aids, educational technology, abilities, aptitude and achievement of children, vocational guidance, science, social science and mathematics at the school state, as well as teacher preparation, educational administration and many more cell this is to cater to both boys and girls.

To assess the progress of elementary education, information is collected annually by the Departments of Education through the state government machinery on items like the number of institutions, enrolment amongst boys and girls, teachers with their professional qualifications and enrolment figure of children belonging to the weaker sections of the society, sexwise. But this information in itself is not adequate for a comprehensive plan for fulfilment of Universalisation of Elementary Education. For this purpose, a very comprehensive survey is organised periodically. In this survey, information is collected on several aspects like accessibility of schooling facilities particularly in rural areas, the distance that the

children have to walk in order to have access to the school, the rural population covered, the condition and ownership of the school building, adequacy of the accommodation, shortage of rooms, playground facilities, toilet facilities and drinking water facilities within the school premises, other physical facilities in the school like an adequate number of black boards, adequate furniture for pupils and teachers, library, laboratory, incentive schemes for students like free midday meals, free uniforms, free textbooks, attendance scholarships to girls, enrolment of boys and girls agewise, enrolment of children belonging to weaker sections of the society (boys and girls agewise), academic and professional competence of male and female teachers along with their service conditions. In fact the data collected through the periodical surveys clearly brings out the regional imbalances, not only between the states, but also between districts in the same state as also between rural and urban areas which strengthens the process of planning by fixing priorities.

Chapter Three

PROBLEMS OF GIRLS' EDUCATION

If one looks at the current situation regarding girls education at the elementary stage, the scene appears to be highly disquietening. The main problem of universalisation of elementary education, in fact, is the problem of enrolment of girls. At the primary stage of education (age group 6-11), the gross enrolment ratio among boys has already crossed the mark of 100 per cent whereas among girls, it is only 74 per cent. At the middle stage (i.e. age group 11-14), this percentage is only 37 as compared to 64 per cent among boys.

The magnitude of the problem of girls' education at the elementary stage can be assessed from the fact that the girls constitute 70 per cent of the total non-enrolled children in the age-group of 6-14. The problem of universalisation of elementary education, in fact, now is a problem of *education of girls.*

Problem of inequity

Inequity, in its various forms, is one of the most significant problems facing the contemporary world. In education, even at the elementary stage, the extent of male-female inequity is very high. It is more evident at sub-national levels. The range of enrolment ratios from one district to another is very high. At the primary stage, the enrolment ratio varies from 9.57 per cent in Jalore (Rajasthan) to 110.87 per cent in Hamirpur (H.P). A middle stage, the range is from 1.48 per cent in Barmer (Rajasthan) to 87.80 per cent in Kottayam (Kerala). In a study undertaken by the NIEPA (Inequity in Indian Education: Male-female by S.C. Noona, 1984), spatial distribution of co-efficient of equality in rural and urban areas at different stages suggests that male-female disparities are low in urban areas as compared to rural areas and also at primary stage vis-a-vis middle stage.

The studies indicate that:

a) There are glaring inequities between boys and girls and between urban and rural areas;

b) Inequities tend to increase with the increase in level of schooling;

c) Inequities are highest in areas which are educationally and economically most backward; and

d) The areas with high inequities are not staggered over the whole of the country but mostly restricted to certain areas.

Problem of co-education

The issue of co-education has been examined by various committees and commissions from time to time while all of them have recommended co-education at primary level, they did not whenever there was a strong public demand, disfavour opening of separate schools for girls at the middle level, which are likely to offer better opportunities for the physical, social and mental development of girls. These committees have, however, recommended provision of mixed staff teaching of subjects which appeal to girls. Though some sections of the population prefer to send their female children to exclusive girls schools, the general trend is to open more and more co-educational schools.

Problem of differentiation of curricula

The need for a separate curricula for girls has been a controversial issue since the 19th Centuary and reflects the ambivalence regarding the purpose of women's education. This aspect too received the attention of a number of commissions and committees set up at the independence. All of them have by and large expressed their opinion in favour of an undifferentiated curricula for girls and at the same time favoured inclusion of subjects like music, painting, sewing, needle work, cooking etc. to make the courses more suitable for girls.

Shortage of women teachers:

The need of having more women teachers for promoting the education of girls has been stressed by the various committees and

commissions appointed by the Government of India from time to time. It is felt that in the social conditions of today, a school staffed by women will inspire greater confidence in parents and make them more ready to send their children to such schools.

The National Committee on Women Education (1958-1959) also went deep into the question of training and employment of women teachers. According to this Committee, one of the main reasons for very low percentage of girls attending schools was the 'non-availability of the required number of women teachers for educational institutions'. This Committee also studied the social, economic and psychological reasons for the shortage of women teachers and made a number of suggestions to increase the supply of women teachers, particularly for primary schools in rural areas. The main recommendations include provision of training facilities for women teachers, provision of residential quarters and incentives in rural areas, preference for rural women in training and recruitment, and relaxation of recruitment qualifications. Other committees have recommended part-time employment of women, condensed teacher training courses etc.

The recommendations made by various committees and commissions over a period of time have had a positive effect as is evident from the increasing percentage of women teachers in primary and middle schools along with the percentage of girls in the total enrolment. This is indicated in the following table:

Table 6. Percentage of girls to total enrolment and women among total number of teachers at elementary stage.

Year	*Percentage of girls to total enrolment in classes*		*Percentage of Women among teachers in schools*	
	I-V	*VI-VIII*	*Primary*	*Middle*
1950-1951	28	17	15	15
1960-1961	33	24	17	24
1970-1971	37	29	21	27
1980-1981*	39	33	25	31

* Provisional

Source: A Handbook of Educational and Allied Statistics (Ministry of Education)

It is also interesting to note that the percentage of trained women teachers has almost come at par with that of men in primary schools and in the middle schools it is even more than that.

Table 7. Percentage of trained women teachers at elementary stage.

	1970-1971		*1977-1978*	
	Men	*Women*	*Men*	*Women*
Primary Schools	80.6	79.8	72.7	82.5
Middle Schools	83.0	85.8	86.3	85.9

In spite of these encouraging facts, the problems of women teachers yet remain to be solved. These relate to accommodation, transport, frequent transfers etc.

Problem of non-enrolment of girls

In spite of the stupendous progress of girls' education, their enrolment constitutes only 35 per cent of the total enrolment as against their population proportion of 48 per cent. Some studies have been undertaken on non-enrolment and low enrolment of girls in schools by various agencies but their findings are more or less identical. The reasons for non-enrolment of girls as emerged from various studies are summarised below:

A. **Sociological reasons**

i) *Inadequacy of separate schools for girls:* Some parents do not want their daughters to study along with boys in the schools. This is more the case at the middle stage.

ii) *Shortage of women teachers in schools:* Some parents are reluctant to send their girls to schools which are staffed by male teachers.

iii) *Social stature of women in society:* In the Indian society, women do not have the same status as men. Boys are given a prefesential treatment over girls. As such, in some families there is a prejudice against women's education.

iv) *Early marriage of girls:* In some communities there is a custom of early marriage of girls. After marriage the girls have to discontinue their studies.

B. Educational reasons

i) *Non-availability of schooling facilities:* All the rural habitations do not have schools in them. Most of the children have to walk long distances to reach school. Many children, girls in particular, prefer to stay at home rather than to walk long distance to attend school.

ii) *Dull school environment:* The environment in schools is dull and uninteresting. The schools do not have a minimum basic necessities like building, black-boards, tat-patti, charts and models, etc. Further, teaching in schools is done in a mechanical way.

iii) *Curriculum unrelated to life:* The school curriculum is very rigid and every child is expected to cover the same. It is least related to the immediate environment of the child. Crafts taught in schools are not in tune with the local conditions and generally do not have relevance to the industries and occupation in the area.

iv) *Educational deficiencies:* Most of the children do not get any follow-up support for the instructions received in the school. Usually there is no one at home to help them in their studies. With every year in the school their deficiencies go on mounting, ultimately they fail and leave the school.

C. Economic reasons

i) *Education cost:* A majority of the people in India are living below the poverty line. They cannot afford even one square meal a day. Even though education is free up to elementary level, it is not possible for them to meet the expenditure on education in terms of school uniforms, text books, stationery, etc.

ii) *Helping parents in occupation:* In rural areas the girls are usually asked to look after their younger brothers and

sisters when their parents are away in the fields. They are engaged in cattle grazing, bringing water from outside and in various odd jobs to help their parents in their occupations.

iii) *Supplementing family income:* Boys and firls work as labourers and unskilled workers in fields, factories and mills and as domestic servants to supplement the family income. For them education is a luxury which they can least afford.

D. Psychological reasons

i) *Motivation:* There is no motivation whatsoever for schooling among children in general and girls in particular in rural areas. Parents also feel that their children are ultimately to work as labourers in fields or factories whether they get any schooling or not. They do not hold high aspirations for their children.

ii) *Adjustment problems:* There is a lot of hetrogenity in the age of students. They are at different levels of growth. They come from homes with varying socio-economic and educational background. They belong to different castes. It is usually seen that children belonging to scheduled castes suffer from inferiority complex and the children of higher castes do not mix with them but rather look down upon them. There are some teachers whose treatment with the scheduled caste children is objectionable. All this leads to adjustment problems.

Problem of wastage and stagnation

While the increase in enrolment at the elementary stage recorded during the past three decades has been satisfactory, the problem of stagnation and dropouts has more or less negated the progress achieved. This problem of wastage and stagnation is a general problem at the elementary stage of education but its incidence is very high in case of girls as shown in the following table on retention rates for the country as a whole:

Table 8. Retention rates at elementary stage

Basic Cohort Year		*Survival rates in subsequent classes in subsequent years.*							
		I	*II*	*III*	*IV*	*V*	*VI*	*VII*	*VIII*
1960-1961	total	100	60.6	50.2	43.0	37.1	29.5	27.1	24.2
	girls	100	58.5	46.9	39.0	32.6	25.0	21.6	18.4
1965-1966	total	100	59.1	48.1	39.7	33.1	27.5	23.9	20.9
	girls	100	57.4	45.2	36.3	28.7	21.5	18.2	15.8
1970-1971	total	100	62.4	52.1	43.3	37.2	31.4	26.1	23.3
	girls	100	61.0	50.2	40.6	33.8	26.5	22.0	18.0

Source: A Handbook of Educational & Allied Statistics (Ministry of Education, 1983).

These rates also include an element of stagnation as no separate date on repeaters are available at the national level. The state-wise break-up of these rates indicate that States which are educationally and economically backward have the poor retention rates i.e. high wastage rate as shown in the following table:

Table 9. Distribution of states according to wastage rates at elementary stage (1970-1971 cohort through 1977-1978).

Wastage Rates	*States and Union Territories*
More then 75%	Bihar, Madhya Pradesh, Manipur, Meghalaya, Orissa, Arunachal Pradesh, Dadra & Nagar Haveli.
50% – 75%	Andhra Pradesh, Assam, Gujarat, J & K, Karnataka, Nagaland, Raiasthan, Tripura, Uttar Pradesh, West Bengal, Mizoram.
25% – 50%	Haryana, Himachal Pradesh, Maharashtra, Punjab, Tamil Nadu, A & N Islands, Goad-Daman-Diu, Pondicherry.
Less than 25%	Kerala, Chandigarh, Delhi and Lakshdweep

Source: Selected Indicators of Educational Development in India (N.I.E.P.A) (1984).

A large number of sample studies have been conducted in various parts of the country to study the problem of dropouts and stagnation both for boys and girls. It is observed from these studies that the drop-out rate of girls in rural areas is high. The phenomenon of dropout is high: in the first two years of primary education. The rate of dropout is high among children belonging to scheduled castes and scheduled tribes. Retention rates are in ratio influence by educational background of family members and facilities in the schools. Causes for wastage on account of drop-outs are almost the same as discussed earlier for girls not attending schools. Economic hardship is the foremost reason amongst all the States for girls withdrawing from schools. In fact such causes as non-availability of separate schools for girls, non-availability of women teachers or schools being located at far off places are not seen as important causes for girls dropping out as the indifferent attitude of parents towards their education, early marriage and supporting their family to overcome the economic hardships. Some minor causes like maladiustment of girls in schools, caste discrimination, teacher's behaviour, absence of incentive schemes, uninteresting teaching, lessons not interesting, not able to adjust to lessons, absence of separate school for girls affected some girls which was of local phenomenon confined only to some states.

The National Committee on Women's Education (1958-1959) and the Education Commission (1964-1966) which *inter alia* studied the problem of stagnation and wastage at the elementary stage identified some important causes. They include; uncontrolled fresh admissions, irregular attendance of children, admission in class I without experience of attending a pre-primary school, untrained teachers, inefficient teaching, lack of buildings and other physical facilities, overcrowding etc.

An effort has been made in NIEPA to consolidate and classify various causes of wastage under the following heads:

a) School related factors

b) Family related factors

c) Community related factors

d) Student related factors.

These causes are given in Annex-XII.

Problem of supervision and administration of girls' education.

The system of supervision and administration of girls education varies from state to state and can be classified in the following models:

a) Common inspectorate and directorate for boys and girls education;

b) Separate inspectorate for girls education but common directorate for boys and girls education; and

c) Separate inspectorate and directorate for boys and girls education.

These different patterns have their own advantages and disadvantages. The second model is more popular as compared to the other two models. Different states have their own experiences in this regard, depending on their socio-economic, cultural and educational backgrounds. However most of the states feel that girls schools should be inspected and supervised by lady officers but the directorate should be common for boys and girls education. However, there may be a senior staff officer to look after girls' education at the directorate level.

Whatever model may be obtained in various states, the important thing is that there should be adequate representation of women in the inspection and direction staff. The Committee on 'Status of Women in India (1978)' observed that there is an overall inadequacy of women on the inspecting staff. An insufficient number and over-large jurisdiction contribute to the general inefficiency of inspection. For women in particular, the problems of distance and adequate arrangement for transport and night halts create added difficulties. This leads sometimes to a reluctance to serve on the inspecting staff, and in states where grade of inspectors is the same as that of headmasters of a high school, women members of the service prefer to remain as headmistresses.

Chapter Four

POLICIES AND PROGRAMMES FOR GIRLS' EDUCATION

The goal of universal elementary education for all children upto the age of 14 years has been one of the main objectives of educational development in the country since Independence. Article 45 of the Constitution envisaged universal, free and compulsory elementary education for all the children upto the age of 14 by 1960. The Education Commission (1964-1966) had mentioned that:

> The provision of free and universal education for every child (including girls) is educational objective of highest priority not only on grounds of social justice and democracy but also for raising the competence of the average worker and for increasing productivity.

The National Policy on Education (1968) had reiterated the need for strenuous efforts for the early fulfilment of the Directive Principle of the Constitution under Article 45. Priority has been accorded to elementary education by its inclusion in the Minimum Needs Programmes (MNP) and the 20 Point Programme of the Government. Point 16 of the 20 Point Programme highlights the national commitment to "spread universal education for the age group 6-14 with special emphasise on girls". This would continue to be accorded high priority in the Seventh Plan. According to the approach to the Seventh Five Year Plan (1985-1990) "Over-riding priority will be given to universal elementary education for children in the age group of 6-14 years by 1990".

The main hurdle in the universalisation of elementary education is the enrolment and retention of girls in schools. Out of about 64 million children to be brought to schools during the Seventh Plan period, which is the goal of U.E.E., 45 million will be girls i.e. about 70 per cent of the additional enrolment. The problem of fulfiling the Constitutional Directives in regard to elementary education in the Seventh Plan and the subsequent plans would be the problem of

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enrolment and retention of girls in schools. In spite of the special efforts made since the beginning of planning in the country, the gap between the enrolment of boys and girls is still very wide. The national and sub-national Governments have been seized of the problems of the enrolment and the retention of girls in school right from the First Five Year Plan.

For achieving the goal of universal elementary education, the following three essential conditions are to be fulfilled:

i) Universal schooling facilities i.e. provision of a school within easy walking distance of each and every child, including girls.

ii) Universal enrolment i.e. enrolment of every child at prescribed age in class I.

iii) Universal retention, i.e. retention of every child enrolled in class I till he/she reaches the prescribed age and successfully completes the minimum prescribed course.

As regards universal schooling facilities in the country it has been the policy of the State Governments to extend educational facilities to all within an easy walking distance of each child.

In spite of the universal educational facilities available in the country, these facilities are not being availed of by all the groups, particularly by girls. The enrolment of girls is particularly lagging behind in the educationally backward States. A large number of girls do not enrol in class I. As against the enrolment of 13.4 million boys in class I in the country, in 1978-1979 the enrolment of girls was only 9.1 million which constituted 40 per cent of the total enrolment in class I. This indicates that all the girls at age 5 or 6 are not enrolled in class I and the second essential condition for UEE i.e. the enrolment of all the girls in class I, has not been achieved so far in the country, i.e. enrolment of all girls in class I. To increase the enrolment of girls in elementary schools, the Education Departments of State Governments have been organising enrolment drives since long. In recognition of the importance of girls' education, the Government of India formulated a special programme for promotion of girls' education in the Second Five Year Plan (1956-1961). Parents are exhorted to send their daughters to schools and also to accept co-education at the elementary stage. The results of enrolment

drives have been spectacular and it has helped in the increase of enrolment of girls in schools. The enrolment of girls has increased from 5.9 million in 1950-1951 to 47 million in 1984-1985.

Out of 100 children enrolled in the country in class I, 37 reach class V after 4 years of study. While in case of boys 39 reach class V, in case of girls the retention rate is only 33 indicating a much higher wastage among girls. A number of studies at the micro-level also indicate that wastage and stagnation among girls is much higher than among boys. To achieve UEE it is essential that all girls should be enrolled in class I and should be retained till they reach class VIII.

To increase the enrolment and retention of girls in school, special schemes recommended by the National Committee on Women's Education were implemented from the Second Five Year Plan onward (1956-1961). The main schemes initiated were: Provision of attendance scholarships for girls, appointment of school mothers, construction of quarters for lady teachers, payment of stipends to ladies for teacher training courses, free uniforms, books and stationery, construction of hostels for girls, separate toilets for girls in co-educational schools etc. The scheme was implemented as a centrally sponsored programme with a central assistance of 75 per cent. The State Governments had to provide a matching provision of 25 per cent for these special schemes in their plans. In view of the difficulties experienced by some of the states to provide matching funds, even the matching contribution was not insisted upon. The state governments were given the freedom to contribute whatever they could to supplement the central assistance. The central assistance admissible to the States was worked out in proportion to the non-attending girls in the age-group 6-14. In the Third Plan, the programme was included in the state plans with 100 per cent central assistance. In other words, the outlay required for the special schemes for girls education was to be found out from within the overall ceiling approved by the planning commission under the head education for a state. But the entire expenditure incurred by the states was reimbursed by the Central Government. This position continued upto the financial year 1968-1969. From 1969-1970, i.e. 1st year of the Fourth Plan, the pattern of linking central assistance to specific schemes was changed and instead the pattern of giving block grants was adopted. Therefore, no special assistance was given by the Centre for the implementation of the special programme for

girls' education. Considering the importance of girls' education the State Governments, however, continued the special schemes for girls initiated in the Second Five Year Plan. The number of such schemes and amount of money spent, however, varied from state to state depending upon the local conditions.

Appointment of school mothers was intended to increase to enrolment of girls. Their main duty was to escort girls to schools and back to their home after schools hours. They were supposed to attend to the needs of girls during school hours also. In one State school mothers were appointed in co-educational schools which had no lady teachers. According to the study, the scheme was popular in some of the states while in some other the scheme had no impact on the enrolment of girls.

Supply of free books, slates and stationery and school uniforms was most popular with the parents because these schemes indirectly lightened their burden on the education of their wards.

In two to three states, the girls belonging to the weaker sections of the society have been given stipends to cover the opportunity cost.

Construction of quarters for women teachers in the villages of their posting was intended to overcome their reluctancy to serve in rural areas. This programme was taken up by many states.

The Programme Evaluation Organisation conducted an evaluation study of the programme in 1971 at the request of the Planning Commission. The main objective of the study was to appraise the impact of the schemes on the progress of girls' education, particularly in rural areas and also to identify the impediments, if any, in their promotion.

The study indicated that the programme of special scheme for girls, has been, by and large, a mixed success. The findings of the study are encouraging in respect of an increase in the enrolment of girls in sample districts and schools, increase in the number of lady teachers and general appreciation of the utility of the schemes by the headmasters, teachers and villagers interviewed. The study had established the utility of some of the special incentive schemes such as attendance scholarships, supply of free books, stationery, appointment of school mothers, as well as the provision of amenities such

as quarters for lady teachers, special allowance for lady teachers etc. The findings of the study point to the need for the continuation and expansion of the schemes on a more selective and systematic basis, active involvement of the local community in planning and implementation of the schemes and publicity so as to promote greater awareness among the villagers regarding the facilities provided.

In spite of various incentives provided for the enrolment and retention of girls in schools, the number of unenrolled and dropout girls is very large. Almost all the studies on non-enrolment, non-attendance and dropout indicate that the most important factor in achieving the goal of universal elementary education is the economic factor. The girls are needed for domestic work and for looking after younger siblings in the family when the mother works in the field, factory or the construction site.

To over-come this problem, the National Committee on Women's Education (1958-1959) had emphasised the need of provision of part time education for girls. The Committee had further suggested that such part time instruction should be provided at such a time as may be convenient for girls in the locality and, if necessary, even night schools may be organised. The duration of instruction was recommended to be of one hour per day. The Committee had, therefore, recommended that the largest possible provision of part-time instruction, suited to the need of each locality, be made in all parts of the country for all children of poor parents and especially for girls. The Education Commission (1964-1966) fully endorsed the recommendation of this Committee. The Commission emphasised the need of part-time classes, both for boys and girls, for about one and a half hours per day. Though the Commission recommended its adoption on a nation-wide scale, it was suggested that a pilot project could be carried out for a short-time in order to gain experience before the scheme was launched on a nation-wide basis.

The Committee on the Status of Women in India (1974) again recommended the development of a system of part-time education for girls' at a time convenient to those who could not attend school on a full-time basis. The Committee had also recommended the adoption of the multiple entry system for girls who could not attend school earlier or had to leave before becoming functionally literate.

Universal primary education for girls

As a major strategy to provide education to out-of-school children who become of various socio-economic constraints fail to take advantage of the full-time schooling facilities, adoption of large scale programme of part-time education was emphasised by the Central Advisory Board of Education (CABE) in 1974. The Board recommended that the goal of universal education cannot be realised through an exclusive reliance on the formal system of education with its single point entry, sequested character and full time professional teachers. It, therefore, recommended that a radical reconstruction of the existing system should be carried out through the adoption of multiple entry system and a large scale programme of part-time education for those who cannot attend schools, for some reason or the other on a full-time basis.

The importance of the part-time education was emphasised in the draft Fifth Five Year Plan (1974-1979) also. In spite of the recommendation of part-time education by various Committees/ Commission right from the National Committee on Girls' Education (1959), not much could be done upto the Sixth Five Year Plan, except for a few pilot projects carried on by some state governments. The Working Group on Elementary Education, set up by the Ministry of Education at the instance of the Planning Commission for the formulation of the Sixth Five Year Plan (1978-1983), constituted a sub-group on non-formal/part-time education to work out the details of the scheme of non-formal education. The Working Group recommended:

> At present our motto is either full-time education or no education at all. This does not suit the hard realities of the life because most children (about 70 per cent of the total) have to work in or outside the family and are, therefore, compelled to dropout on the ground that they cannot attend on a whole time basis. They could receive education on part-time basis but our system does not provide such education.' We propose a major change in this policy and recommend a new motto. Every child shall continue to learn in the age group 6-14 on a full time basis, if possible and on a part-time basis, if necessary.
>
> The Working Group also observed that the goal of universal elementary education can and should be achieved

through full-time schooling and part-time education but either should be done without sacrificing the basic minimum knowledge of literacy, numeracy and inculcation of the social and civic responibilities and in both these options the content of education should be meaningful and relevant to the socio-economic milieu and needs. Content of either channel should be such as it does not thwart the scope of vertical mobility.

A scheme of non-formal/part-time education was developed during the Sixth Five Year Plan as an alternate supportive system to formal schooling. The scheme was implemented as a Centrally Sponsored scheme i.e. with 50 per cent central assistance to the Nine State which were below the all-India average in regard to enrolment at the elementary stage. In 1983-1984, 90 per cent of central assistance was offered to these States for opening exclusively girls centres. By 1984-1985, 20,700 centres were sanctioned under the scheme of 'exclusively girls centres'.

The Sixth Five Year Plan emphasised the importance of early childhood education for the children in the age-group 3-5 so that the concept of learning develops through play and joyful activities in the children in that age group and at the same time their caretakers, usually girls, are free to join schools or other educational centres. A scheme of financial assistance to voluntary agencies to run early childhood education (pre-school) centres as adjuncts of primary schools run either by the Government, a local body or a private management, particularly for the disadvantaged sections in rural/tribal/backward areas in the nine educationally backward states was formulated and put into operation from 1982-1983.

The establishment of anganwadi (creche) as part of the Integrated Child Development Scheme is an important item. This will also relieve the girls from the burden of looking after younger siblings and would help in the formulation of the habit of going to school.

One of the reasons for slow progress of elementary education among girls in the country has been the non-availability of women teachers in elementary schools. The people do not feel secure in sending girls to schools manned by men teachers. The need for having more women teachers for promoting the education of girls

has been stressed by the various committees and commissions appointed by the Government. In the social conditions prevailing in the country even today a school staffed by women inspire greater confidence in the parents to send their girls to schools. To increase the availability of women teachers, special schemes were prepared for the training of women teachers. The Central Social Welfare Board had started a programme of condensed courses for adult women under which women, who had left their education incomplete in their childhood but who were prepared to complete and work as teachers, were prepared for the middle school and matriculation examination in a period which varied from 2 to 3 years. This scheme was very successful and it provided in the shortest possible time, a group of mature women to work in rural areas. Now there is no dearth of women teachers in the country, except in the backward rural areas. In fact out of about 200,000 trained teachers on the live registers of the employment exchanges in the country, about half are trained women teachers. Preference is being given to ladies in the admission to teacher training schools and at the time of appointment. This has helped in increasing the proportion of women teachers in schools. The table below indicates the number of women teachers and their proportion to the total number of teachers in primary and middle schools:

Table 10. Number of women teachers in elementary schools

(teachers in thousands)

Year	*Primary schools*			*Middle schools*		
	Total	*Women teachers*	*Women teachers as percentage of total*	*Total*	*Women teachers*	*Women teachers as percentage of total*
1950-1951	538	82	15.3	8.5	13	15.1
1955-1956	691	117	16.9	115	24	20.8
1960-1961	742	127	17.1	345	84	24.2
1965-1966	944	180	19.1	527	139	26.3
1970-1971	1,060	224	21.2	637	174	27.4
1975-1976	1,247	283	22.7	778	224	28.8
1980-1981 (Provisional)	1,345	343	25.5	830	260	31.4
1982-1983 (Provisional)	1,389	354	25.5	856	267	31.2

Table 11. Additional teachers appointed during the past decades and the proportion of women teachers out of the total number of additional teachers appointed

Year	*Primary schools*			*(teachers in thousands) Middle schools*		
	Total	*Women teachers*	*Women teachers as percentage of total*	*Total*	*Women teachers*	*Women teachers as percentage of total*
1.	2.	3.	4.	5.	6.	7.
1951-1956	153	35	22.9	30	11	36.7
1956-1961	51	10	19.6	230	60	26.1
1965-1966	202	53	26.2	172	55	31.9
1966-1971	76	44	57.9	110	35	31.8
1971-1976	187	59	31.5	141	50	35.5
1976-1981	95	60	63.2	52	36	69.2
1981-1983 (2 years)	44	11	25.0	26	7	26.9

The position varies from state to state. In the educationally advanced areas/states the proportion of women teachers is higher than in the educationally backward areas/states. Though women teachers constitute only 28 per cent of the total number of teachers in primary and middle schools, their number in teacher training schools in 1982-1983 was 43,000 out of the total number of 85,000 trainees. The women trainees constituted 51 per cent of the total enrolment. This indicates that with the passage of time the proportion of women teachers will rise further. It cannot rise immediately as women teachers can be appointed in the vacancies which may be created by the retirement of old teachers and though the sanction of new posts. The proportion of women teachers out of additional appointments has gone up from about 25 in 1951-1956 to about 64 in 1976-1981.

In the Sixth Five Year Plan, a scheme of appointment of women teachers with central support (80 per cent) in the nine educationally backward states was implemented during 1983-1984 and 1984-1985 while the scheme of exclusive non-formal education centres for girls and recruitment of women teachers provide the strategy for increasing the enrolment of girls. Provision of working

women's hostels in rural area is considered essential. For the basic services in the rural areas under Health, Social Welfare and Education Sectors, a number of women functionaries are being appointed in rural areas. Working women's hostels for all women functionaries at one place will provide them a safe place of residence and help overcome the problem of women teachers and other workers in rural areas.

In addition to the special measures taken to enroll girls in schools, general steps were taken to acquire the overall objective of achieving the goal of universalisation of elementary education. These benefitted both boys and girls. One of the main hurdles in achieving the goal of universalisation is the high dropout rate. One of the pedagogical reasons for dropout is the annual examination in the schools. The children who did not come up to the academic level were detained in the same class for one full year. This worked as a disincentive for children to continue in school. To overcome this problem, a number of states abolished examination in class I & II where the maximum dropout, about 50 per cent, took place. The first annual examination was held in class III. In certain states there is no detention policy up to class I and the deficiencies of the children are removed by paying individual attention to the children.

On account of illiteracy among parents, particularly in rural areas, parent-teacher associations have been set up and in the meetings parents are convinced of the usefulness of the regular attendance of the children in schemes.

A number of studies carried out in the country on causes of non-enrolment, non-attendance and dropout indicate that dropout figure among children of illiterate families was much higher then among others. The programme of Adult Education which was taken up in a big way; in the Sixth Five Year Plan it is proposed to be extended further in the Seventh Plan. In the National Adult Education Programmes, special emphasise has been laid on women education. To encourage a larger coverage of women, the scheme aims at introducing in Adult Education Programme, a substantial components of programmes which are of special interest to women. It is proposed to cover all the adults, about 90 million in the age group 15-35 by 1990. The spread of literacy in the country would

also help in the admission and retention of children in schools. The participants in the adult education classes are made aware of the value of education. The research studies carried out on non-enrolment, attendance and dropout clearly indicate that the programme of universal elementary education succeed to the extent the average parents appreciate the value of education and are prepared to make the sacrifices necessary for sending their children to school. A literate parent is the best guarantee to ensure that his children will be sent to school and retained there and that adequate attention will be paid to see that they benefit appropriately from school enrolment and attendance.

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Chapter Five

RESEARCH AND INNOVATIONS

The various measures taken since independence for increasing the participation of girls in the educational process have been discussed in detail in the earlier chapters. The effort all through has been to devise effective measures for enrolling girls in larger numbers in the elementary system so as to realise the Constitutional goal of universal elementary education for all children up to the age of 14 years.

A large number of studies and researches have been undertaken from time to time in the area of elementary education with reference to accessibility, enrolment, retention, wastage and attainment. Most of these studies covered both boys and girls and studies especially for girls are few in number. Similarly, a large number of innovative projects for achieving the goal of universal elementary education have been intiated from time to time, but were meant for both boys and girls. However, during the successive Five Year Plans special programmes were introduced especially for the promotion of girls education. The outcomes including shortcomings of the various schemes have been discussed in the earlier chapters.

The Scheme of Non-Formal Education introduced during the Sixth Five Year Plan (1980-1985) is an innovative programme inasmuch as an alternative channel has been opened up for acquiring education of elementary level. Under this scheme, academic institutions were supported to carry out experimental projects. One such project, namely Action Research Project on Universal Primary Education, was undertaken by the Indian Institute of Education, Pune. Under this project, nearly 4,500 working children in the age group 9-14 were brought into non-formal part-time primary classes. Of these, as many as 3,000 were girls. A local Education Committee set up by the community found accommodation, selected the teachers from among the educated members of the village and supervised the classes for smooth functioning. The communities

concerned agreed that men teachers will be called "brothers" and women teachers the "sisters". The teachers assured the villagers that they would care for the education of the pupils as if they were their younger brothers and sisters. This assurance removed the teacher-pupil antagonism which is one of the causes of failures and dropouts. Approximately every six months the pupils and teachers from 7-8 part-time classes meet for a full day in a convenient village to celebrate a children's fair. The fair has four purposes: (i) it brings teachers and pupils out of the isolation of their villages and builds a group-feeling among working and learning children; (ii) it brings educational awakening to parents and villagers; (iii) it offers apportunities for the exhibition of the pupils' talent and attainment; and (iv) it helps regular testing of achievement in curricular subjects. The response of the rural communities to part-time education, especially for girls, has been good. There is a demand for a continuation of this stress-free and good quality education. The results of the Action Research Programme demonstrated that not only the primary education but life-long learning for all can be universalised in the rural communities if a decentralised organisation of education and community initiatives are systematically promoted.

With the assistance of UNICEF, a number of experimental and innovative projects in the field of primary education have been taken up during the last few years. One of them is Primary Education Curriculum Renewal (PECR). This project aims to develop such curricula that are relevant to the child's environment and to his/her life style. The long-term objective is to increase the meaningfullness of the primary education through gradual infusion into the elementary school curriculum of the innovative ideas tested in experimental educational programmes. Expansion of educational facilities has to be accompanied by a qualitative adjustment of the curriculum to suit the life-styles of the children and to the social and economic opportunities likely to be available so as to make education more interesting and meaningful. The materials developed through this project which are being gradually infused into the wider stream are expected to arrest the high dropout rates among children, particularly among girls, to a considerable extent.

Another project taken up with UNICEF assistance is Developmental Activities in Community Education and Participation (DACEP). Under this project efforts have been made to develop

and test new types of educational activities as feasible means of meeting the minimum educational needs of pre-school and out-of-school children, young girls and women, in selected communities and to increase the participation of the community in formal and non-formal education programmes.

The Sixth Five Year Plan has, for the first time during the planned development of the country placed due emphasis on early childhood (pre-school) education, particularly for the first generation learning families as a distinct strategy for the programme of Universalisation of Elementary Education. Early childhood education has assumed dual importance – first its direct influence on childs' development; second – its potential contribution to the Universalisation of Elementary Education. The latter has two functional aspects. One is that the pre-school child receives care in the ECE centres and his younger caretaker, usually a girl, is free to join and attend school, thus removing one basic cause of dropping out, particularly in the first two to three years of the primary stage.

Children's Media Laboratory (CML) and Early Childhood Education (ECE) are two others Projects being implemented with UNICEF assistance. Under the CML project, simple, inexpensive and effective media of educational and entertainment value for children in the pre-primary group are being developed. The ECE project envisages training programme for teacher educators and orientation courses for state-level resource personnel, besides development of relevant play-way materials and literature.

The National Institute of Educational Planning and Administration (NIEPA) has undertaken an Action Research Project to study implementation strategies in educational planning and administration in a developmental block. One of the objectives of the project is universalisation of elementary education by involving the community. The project has shown that enrolment of girls can be increased by active involvement of the local communities.

An Open School which is functioning for some years now at the national level offers coaching through correspondence lessons. It adopts a non-formal approach to education using the distance learning technique. This enables learners to get access to educational opportunities without interrupting their income generating activities. It also enables them to get education at their door-steps as it were.

The Open School is different from a conventional correspondence course in many ways, for instance:

i) A learner needs not adopt a rigidly prescribed combination of subjects;

ii) A learner is not required to learn all the subjects at the same time; and

iii) A learner is not compelled to complete the course within a stipulated time.

For girls who are unable to join and attend either formal schools or even non-formal education centres, the Open School scheme offers excellent opportunities of acquiring standards equivalent to Secondary School Certificate.

Chapter Six

NEW INITIATIVES FOR PROMOTING GIRLS' EDUCATION AND PROSPECTS FOR THE COMING YEARS

There has been a due recognition of the importance of girls education in the country and of the fact of their lagging behind in this respect. Even before Independence in 1947, Gandhi said that education of a boy means education of a man but education of a girl means education of a family. Although the women constitute a large and in some cases major protion of the work force in many communities in many large areas of the country apart from their total involvement in the domestic sphere, women in India were not a sizeable portion of the work force in more organised or recognised professions. Therefore, in large parts of the country the women's role came to be identified with domestic chores and education for women came to be considered quite unnecessary. The undersirability and unfairness of this perception has been recognised by the social reformers and leaders in all walks of life in the country for many decades. As a consequence, a sustained mass education campaign, though splintered to some extent, has been waged to convince men and women of the desirability of educating girls and adult women. Recognising that social attitudes take a long time to change, exclusively girls schools which parents find more acceptable for their daughters, came to be established all over the country and they have been uniformly popular. However, since the coverage of the school system was far from complete till some time back, enough resources obviously could not be found for opening girls schools everywhere. Although the number of girls schools is sizeable, they form a small proportion of the total number of schools in the country.

It has been recognised that because of poverty many girls particularly in the rural areas do not have good clothes to wear and without these they hesitate to go to school. The state governments have in the last few years been implementing schemes for providing free uniforms to girl students in schools. Again this scheme to varying

degrees in different states covers quite a large number of girls, though its application is not universal. However, the trend is towards increasing the coverage of this scheme to cover more and more girls. Similarly there are schemes with partial coverage for supply of free textbooks and midday meals to girl students but it may be noted that these schemes apply equally to boy students. As a result of all these measures the enrolment of girls at the elementary stage has gone up faster than that of the boys.

The girls constitute the largest single group of the unenrolled and the dropouts and the 7th Five Year Plan (1985-1990) is expected to draw pointed attention towards this fact. The Constitution of India earmarked education for the state governments but in 1976 the Constitution was amended and it has been brought concurrently under the union government and state governments. During the 6th Five Year Plan (1980-1985), realising the need of promoting girls education, the Government of India has taken some new initiatives.

1. A scheme for giving national awards to the states was started in 1983-1984. The states showing the best results during the year in the fields of

   a) elementary education – formal

   b) elementary education – non formal

   c) adult education

   are given national awards which include payment of an amount in cash which in the case of girls education (formal) amounts to Rs. ten million for the first prize, Rs. five million for the second prize and Rs. two and a half million for the third prize. A condition to prize this award is that the state would use this amount for promoting school education.

2. In 1980-1981 the Government of India started a scheme for setting up non-formal education centres as an alternative supportive system to the school system wherein assistance to the states and voluntary agencies is given for the setting up and maintenance of general non-formal education centres. The Central Government gives 50 per cent

assistance to the states. For the voluntary agencies, 100 per cent assistance is given. To specifically encourage girls education, a component was added to this scheme in 1983-1984 wherein

a) assistance for exclusively girls centres was extended on a 90 per cent basis, and

b) for appointment of lady teachers in primary schools assistance was extended on a 80 per cent basis.

This scheme is confined to the nine educationally backward States of Jammu & Kashmir, Uttar Pradesh, Bihar, West Bengal, Assam, Orissa, Madhya Pradesh, Andhra Pradesh and Rajasthan which have about 75 per cent of the total number of unenrolled children in age-group 6-14 in the country. The number of girls which the non-formal centres assisted in each State and the number of female teachers sanctioned under this scheme in different States is shown in the following table:

Table 12. Number of girls assisted and number of female teacher working in Girls' Centre

(figures in thousands)

Name of the State	*Girls non-formal centres*		*Female teachers*	
	1983-1984	*1984-1985*	*1983-1984*	*1984-1985*
Andhra Pradesh	1,012	1,012	200	750
Assam	1,000	1,000	200	750
Bihar	–	7,500	200	750
Jammu & Kashmir	60	60	–	400
Madhya Pradesh	3,768	3,768	300	1,150
Orissa	560	500	200	750
Rajasthan	3,000	3,000	300	1,150
West Bengal	600	600	400	750
Uttar Pradesh	–	3,200	200	1,550

The 7th Five Year Plan which is in the process of being finalised, is expected to give high priority to non-formal education at the elementary stage. Out of 64 million additional children being sought to be covered in 1985-1990, 39 million are expected to be in the

non-formal centres and 25 million in the schools. With this higher priority to non-formal education, the number of non-formal centres exclusively for girls and the number of female teachers is expected to increase substantially. The programme for 1985-1986 in comparison to the one in 1984-1985 is indicative of this increased importance. Against 20,700 girls centres opened till 1984-1985, 10,000 more are likely to be opened in 1985-1986 alone and against 8,000 female teachers sanctioned till 1984-1985, 10,000 more are likely to be added in 1985-1986 alone. It may be noted that the facility of general non-formal education centres continues to be available to girl students also.

The Twenty Point Programme formulated at the national level constitutes a charter of priority areas in the country in the economic and non-economic spheres. The Twenty Point Programme in force till recently included the following in Point 16:

> Spread universal elementary education for the age-group 6-14 with special emphasis on girls, and simultaneously involve students and voluntary agencies in programmes for the removal of adult illiteracy.

This programme is currently being revised and girls' education is likely to be even more prominent in this. It is worth noting in this connection that the new Government has designated the Department of Sports and Youth Welfare at the national level as the Department of Youth Affairs and Sports and Women's Welfare to highlight its concern for women's welfare. The new Government has announced that girls' education would be made free upto class XII. This would give a fillip to girls education. A scheme for reimbursing the states the loss to them of the fees being charged from girl students is currently being finalised and is expected to be implemented from July 1985-1986. It is being contemplated under this scheme that the reimbursement which will become available to the state governments would be used again in programmes which would directly promote girls' education.

With these measures at the national and the state level, the girls' enrolment and retention is likely to improve even faster than it has in the previous years. However, the problem is a complex one. Conservative social attitudes, the weak economic condition of many families and individual motivation and enthusiasm are the major

problems which have to be surmounted in making girls' education universal at the elementary stage. It is also worth noting that in rural areas particularly the distance of the school at the middle (classes 6-8) is also in many places an inhibiting factor. By 1978-1979, 92.8 per cent of the population in the country had a primary school within one Km. i.e. easy walking distance. With the primary schools opened since then, maybe about 95 per cent of the population would have a primary school within a distance of one Km. now but at the middle level there was a school in 1978-1979 within three Kms. for only 78 per cent of the population. With the number of middle schools opened in the last five years, perhaps about 85 per cent of the population would have a middle school within three Kms. Thus a middle school which is part of the elementary stage is not as yet within easy walking distance for all. The non-formal centres are indeed being located in habitations which have no schools but till all these areas are covered, rural children, particularly girls, would probably continue to feel reluctant to attend schools three Kms. or more away from their habitations.

The further expansion of the school system would bring a school within easy walking distance of a larger population and if non-formal education centres are located in habitations without a school then considering the large number of non-formal education centres coming into existence, it is likely that a school or a non-formal education centre will became available within one Km. at elementary stage to the whole of the population in the coming years. This improved access to educational institutions combined with an increased social awareness and specific programmes aimed at promoting girls' education, the spread of girls' education is bound to accelerate. The planners are aiming that by 1990 there should be 100 per cent enrolment at elementary stage (classes 1-8).

Annex I (a)

LITERACY RATIO IN 1971 CENSUS POPULATION INCLUSION OF 0-4 AGE GROUP

S.No.	*States/Union territories*	*Persons*	*Males*	*Females*
1.	Andhra Pradesh	24.57	33.18	15.75
2.	Assam*	28.72	37.19	19.27
3.	Bihar	19.94	30.64	8.72
4.	Gujarat	35.79	46.11	24.72
5.	Haryana	26.89	37.29	14.83
6.	Himachal Pradesh	31.96	43.15	20.23
7.	Jammu & Kashmir	18.58	26.75	9.28
8.	Karnataka (Mysore)	31.52	41.62	20.97
9.	Kerala	60.42	66.62	54.31
10.	Madhya Pradesh	22.14	32.70	10.62
11.	Maharashtra	39.18	51.04	20.43
12.	Manipur	32.91	46.04	12.53
13.	Meghalaya	29.49	34.12	23.56
14.	Nagaland	27.40	35.02	18.65
15.	Orissa	26.18	38.29	13.92
16.	Punjab	33.67	10.38	25.90
17.	Rajasthan	19.07	28.74	8.46
18.	Sikkim		NOT AVAILABLE	
19.	Tamil Nadu	39.46	51.78	26.86
20.	Tripura	30.98	40.20	21.11
21.	Uttar Pradesh	21.70	31.50	10.55
22.	West Bengal	33.20	42.81	22.42
23.	A & N Islands	43.59	57.64	31.11
24.	Arunachal Pradesh	11.29	17.82	3.71
25.	Chandigarh	61.56	66.97	54.35
26.	D & N Haveli	14.97	22.15	7.84
27.	Delhi	55.61	63.71	47.75
28.	Goa, Daman & Diu	44.75	54.31	35.04
29.	Lakshadweep	43.66	56.48	30.56
30.	Mizoram		Included in Assam	
31.	Pondicherry	46.02	59.09	34.62
32.	Total (India)	29.45	39.45	18.70

Annex I (b)

LITERACY RATES, 1981 (INCLUDING POPULATION OF AGE GROUP 0-4 YRS)

India/State/Union Territories		*Total population*		
		T	*M*	*F*
	1	*2*	*3*	*4*
	India*	36.23	46.69	24.82
States				
1.	Andhra Pradesh	29.94	39.26	20.39
2.	Bihar	26.20	38.11	13.62
3.	Gujarat	43.70	54.44	32.30
4.	Haryana	36.14	48.20	22.27
5.	Himachal Pradesh	42.48	53.19	31.46
6.	Jammu & Kashmir	26.67	36.29	15.88
7.	Karnataka	38.46	48.81	27.71
8.	Kerala	70.42	75.26	65.73
9.	Madhya Pradesh	27.87	39.49	15.53
10.	Maharashtra	47.18	58.79	34.79
11.	Manipur	41.35	53.29	29.06
12.	Meghalaya	34.08	37.89	30.08
13.	Nagaland	42.57	50.06	33.89
14.	Orissa	34.23	47.10	21.12
15.	Punjab	40.86	47.16	33.69
16.	Rajasthan	24.38	36.30	11.42
17.	Sikkim	34.05	43.95	22.20
18.	Tamil Nadu	46.76	58.26	34.99
19.	Tripura	42.12	51.70	32.00
20.	Uttar Pradesh	27.16	38.76	14.04
21.	West Bengal	40.94	50.67	30.25
Union Territories				
22.	A & N Islands	51.56	58.72	42.14
23.	Arunachal Pradesh	20.79	28.94	11.32
24.	Chandigarh	64.79	69.00	59.31
25.	D & N Haveli	26.67	36.32	16.78
26.	Delhi	61.54	68.40	53.07
27.	Goa, Deman & Diu	56.66	65.59	47.56
28.	Lakshadweep	55.07	65.24	44.65
29.	Mizoram	59.88	64.46	54.91
30.	Pondicherry	53.85	65.84	45.74

* Excludes Assam where census could not be held and excludes the population of area under unlawful occupation of Pakistan and China where census could not be taken.

Source: Census of India 1981
Series-1 India
Part II 8(I) Primary Census Abstracy General Population.

Annex II

ENROLMENT AT THE ELEMENTARY STAGE, CLASSES 1-8 (In millions)

Year	*Age-group 6-11/ Classes I-V*		*Age-group 11-14/ Classes VI-VIII*		*Age-group 6-14/ Classes I-VIII*	
1	*Total*	*Girls*	*Total*	*Girls*	*Total*	*Girls*
1	*2*	*3*	*4*	*5*	*6*	*7*
1950-1951 (1st Plan)	19.155 (42.6)	5.085 (24.6)	3.120 (12.7)	0.534 (4.5)	22.275 (32.4)	5.915 (17.4)
1955-1956 (2nd Plan)	25.167 (52.9)	7.639 (32.4)	4.293 (16.5)	0.867 (6.6)	29.460 (42.5)	8.506 (22.5)
1960-1961 (3rd Plan)	34.994 (62.4)	11.401 (41.4)	6.704 (22.5)	1.630 (11.3)	41.698 (48.7)	13.031 (30.9)
1968-1969 (4th Plan)	54.368 (78.1)	20.211 (59.6)	12.536 (33.5)	3.547 (19.4)	66.904 (82.5)	23.758 (45.5)
1973-1974 (5th Plan)	61.255 (77.0)	23.109 (59.9)	13.950 (32.8)	4.297 (21.0)	75.205 (61.6)	27.406 (46.5)
1979-1980 (6th Plan)	70.943 (83.6)	27.181 (65.9)	19.485 (40.2)	6.528 (27.7)	90.426 (67.2)	23.709 (52.0)
1984-1985 (6th Plan targets)	82.633 (95.2)	34.176 (81.5)	25.835 (50.3)	9.210 (36.8)	108.468 (78.8)	43.388 (64.8)
1984-1985 (Likely achivements)	84.638 (91.0)	33.985 (74.0)	27.383 (51.0)	9.746 (37.0)	112.021	33.731

NB: 1. Figures within brackets represent the enrolment ratio

2. The 1984-1985 targets are on the basis of population projections related to the 1971 census.

3. Upto 1968-69 enrolment ratios are on the basis of population projections on the basis of the 1961 census.

Annex III

GIRLS' ENROLMENT IN PRIMARY (I-V) AND MIDDLE (VI-VIII) CLASSES 1950-1951 to 1982-1983

Year	*Primary I-V*		*Middle VI-VIII*	
	Enrolment in millions	*Per cent of enrolment to the population in the age group 6-11*	*Enrolment in millions*	*Per cent of enrolment to the population in the age group 11-14*
1950-1951	5.385	24.9	0.534	4.3
1955-1956	7.639	32.8	0.867	6.7
1960-1961	11.401	41.4	1.630	11.3
1965-1966	17.675	56.5	2.721	17.0
1970-1971	21.306	59.1	3.889	20.8
1975-1976	25.011	62.0	5.034	23.3
1980-1981*	28.112	66.2	6.568	27.2
1981-1982*	28.587	69.9	7.084	29.1
1982-1983*	29.763	69.4	7.524	30.6

* Provisional

Source: (i) A Hand Book of Educational and Allied Statistics (1983) and Selected Educational Statistics, 1980-1981, 1981-1982 and 1982-1983 Ministry of Education and Culture.

(ii) Second All India Educational Survey (1965) NCERT for 1965-1966.

(iii) Education in the Fifth Five Year Plan-1972 Ministry of Education and Culture.

Annex IV

ENROLMENT OF GIRLS CLASSES I-V
(In thousands)

Name of the State	*1982-1983*
1. Andhra Pradesh	2,348.0
2. Assam	826.0
3. Bihar	2,088.0
4. Gujarat	1,859.0
5. Haryana	509.0
6. Himachal Pradesh	262.0
7. Jammu & Kashmir	220.0
8. Karnataka	1,707.0
9. Kerala	1,545.0
10. Madhya Pradesh	1,944.0
11. Maharashtra	3,788.2
12. Manipur	97.0
13. Meghalaya	94.0
14. Nagaland	43.0
15. Orissa	1,115.0
16. Punjab	864.0
17. Rajasthan	858.0
18. Sikkim	20.1
19. Tamil Nadu	3,023.0
20. Tripura	138.0
21. Uttar Pradesh	3,275.0
22. West Bengal	2,602.0
23. A & N Islands	14.5
24. Arunachal Pradesh	25.1
25. Chandigarh	14.4
26. Dadra Nagar Haveli	5.5
27. Delhi	332.9
28. Goa, Daman & Diu	64.8
29. Lakshadweep	3.5
30. Mizoram	39.8
31. Pondicherry	37.4
All India	29,763.3

Source: Trends in Enrolment up to 1975-1976, and Selected Educational Statistics for 1976-1977 onwards. Ministry of Education and Culture.

Annex V

ENROLMENT OF GIRLS IN CLASSES VI-VIII
(In thousands)

Name of the States	*1982-1983*
1. Andhra Pradesh	370.0
2. Assam	295.0
3. Bihar	330.0
4. Gujarat	460.0
5. Haryana	140.0
6. Himachal Pradesh	82.0
7. Jammu & Kashmir	56.0
8. Karnataka	496.0
9. Kerala	805.0
10. Madhya Pradesh	381.0
11. Maharashtra	945.0
12. Manipur	21.0
13. Meghalaya	15.0
14. Nagaland	10.0
15. Orissa	209.0
16. Punjab	285.0
17. Rajasthan	180.0
18. Sikkim	3.7
19. Tamil Nadu	793.0
20. Tripura	28.0
21. Uttar Pradesh	826.0
22. West Bengal	560.0
23. A & N Islands	4.4
24. Arunachal Pradesh	4.1
25. Chandigarh	7.1
26. Dadra Nagar Haveli	0.1
27. Delhi	154.0
28. Goa, Daman & Diu	33.5
29. Lakshadweep	1.0
30. Mizoram	12.7
31. Pondicherry	12.5
All India	7,520.3

Annex VI

ENROLMENT OF GIRLS IN CLASSES I-VIII
(In thousands)

Name of the State	*1982-1983*
1. Andhra Pradesh	2,718.0
2. Assam	1,121.0
3. Bihar	2,418.0
4. Gujarat	2,319.0
5. Haryana	649.0
6. Himachal Pradesh	344.0
7. Jammu & Kashmir	276.0
8. Karnataka	2,203.0
9. Kerala	2,349.0
10. Madhya Pradesh	2,325.0
11. Maharashtra	4,732.0
12. Manipur	118.0
13. Meghalya	109.0
14. Nagaland	53.0
15. Orissa	1,324.0
16. Punjab	1,149.0
17. Rajasthan	1,038.0
18. Sikkim	24.6
19. Tamil Nadu	3,816.0
20. Tripura	166.0
21. Uttar Pradesh	4,093.0
22. West Bengal	3,162.0
23. A & N Islands	18.9
24. Arunachal Pradesh	29.2
25. Chandigarh	34.4
26. Dadra Nagar Haveli	6.4
27. Delhi	486.9
28. Goa, Daman & Diu	98.3
29. Lakshadweep	4.5
30. Mizoram	52.5
31. Pondicherry	49.9
All India	37,287.6

Annex VII

PROPORTION OF GIRLS' ENROLMENT TO TOTAL ENROLMENT AT PRIMARY AND MIDDLE LEVELS

School Level	*Survey period*	*Second survey 1965-1966*	*Third survey 1973-1974*	*Fourth survey 1978-1979*
Primary	Rural	34.23	35.84	36.18
	Urban	43.20	44.0	44.75
	Rural & Urban Combined	36.19	37.73	38.27
Middle	Rural	20.25	25.32	27.83
	Urban	35.15	30.10	40.33
	Rural & Urban Combined	26.56	30.80	32.70
Primary & middle combined	Rural	32.36	34.26	34.73
	Urban	40.88	42.65	43.44
	Rural & Urban Combined	34.52	36.44	37.11

Source: Second All India Educational Survey (1965) NCERT
Third All India Educational Survey (1973) NCERT
Fourth All India Educational Survey (1978) NCERT

ENROLMENT OF GIRLS IN RURAL AND URBAN AREAS
(In millions)

School stage	*Survey Year*	*Second Survey 1965-1966*			*Third Survey 1973-1974*			*Fourth Survey 1978-1979*		
		Boys	*Girls*	*Total*	*Boys*	*Girls*	*Total*	*Boys*	*Girls*	*Total*
Primary	Rural	25.001	13.060	38.151	30.223	16.891	47.124	33.141	18.701	51.932
	Urban	6.068	4.615	10.683	7.913	6.218	14.131	9.210	7.460	16.670
	Rural & Urban Combined	31.159	17.675	48.834	38.146	23.109	61.255	42.351	26.251	68.602
Middle	Rural	4.710	1.196	5.906	6.300	2.136	8.436	7.910	3.050	10.960
	Urban	2.813	1.525	4.338	3.353	2.161	5.514	4.176	2.822	6.998
	Rural & Urban Combined	7.523	2.721	10.244	9.653	4.297	13.950	12.086	5.872	17.958
Primary and Middle Combined	Rural	29.801	14.256	44.057	36.533	19.027	55.560	41.051	21.841	62.892
	Urban	8.881	6.140	15.021	11.266	8.379	19.645	13.386	10.282	23.668
	Rural & Urban Combined	38.682	20.396	59.078	47.799	27.406	75.205	54.437	32.123	86.650

Source: Second All India Educational Survey (1965) NCERT
Third All India Educational Survey (1973) NCERT
Fourth All India Educational Survey (1978) NCERT

Annex IX

ENROLMENT OF GIRLS IN THE AGE GROUP 6 TO BELOW 11 IN SCHOOLS
(per cent)

		Area		
Sl. No.	*States/Union Territory*	*Rural*	*Urban*	*Rural & Urban*
1.	Andhra Pradesh	46.40	63.36	50.03
2.	Assam	61.67	29.55	54.77
3.	Bihar	34.63	71.23	37.14
4.	Gujarat	59.40	59.76	59.62
5.	Haryana	41.28	31.21	39.06
6.	Himachal Pradesh	68.84	41.18	65.06
7.	Jammu & Kashmir	36.36	57.76	40.67
8.	Karnataka	68.13	66.04	67.46
9.	Kerala	85.74	76.86	85.47
10.	Madhya Pradesh	27-19-	53.54	32.72
11.	Maharashtra	52.19	155.37	70.08
12.	Manipur	63.89	73.33	65.52
13.	Meghalaya	65.58	42.11	60.00
14.	Nagaland	58.36	200.00	62.10
15.	Orissa	46.11	36.49	44.54
16.	Punjab	91.72	79.26	89.04
17.	Rajasthan	19.59	30.00	23.02
18.	Sikkim	42.86	200.00	53.33
19.	Tamil Nadu	80.61	80.07	80.41
20.	Tripura	58.72	86.67	61.36
21.	Uttar Pradesh	29.99	45.89	32.74
22.	West Bengal	59.50	54.01	57.97
23.	A. & N. Islands	60.00	71.43	61.54
24.	Arunachal Pradesh	29.03	50.00	30.30
25.	Chandigarh	100.00	55.00	59.10
26.	Dadra & Nagar Naveali	50.00	–	50.00
27.	Delhi	89.91	71.82	73.19
28.	Goa, Daman & Diu	72.72	63.15	69.84
29.	L.M. & A. Islands	100.00	–	100.00
30.	Mizoram	89.48	80.00	87.50
31.	Pondicherry	65.00	86.67	74.29
	All India	47.41	64.38	51.27

Source: Fourth All India Educational Survey (1978) NCERT.

Annex X

ENROLMENT OF GIRLS IN AGE GROUP 11 TO BELOW 14 IN SCHOOLS (per cent)

Sl. No.	States/Union Territory	Area		
		Rural	*Urban*	*Rural & Urban*
1.	Andhra Pradesh	13.86	44.93	20.79
2.	Assam	30.70	29.82	30.49
3.	Bihar	9.54	24.26	11.75
4.	Gujarat	40.61	50.75	44.20
5.	Haryana	18.86	70.27	31.69
6.	Himachal Pradesh	42.15	40.90	41.96
7.	Jammu & Kashmir	20.0	45.29	26.95
8.	Karnataka	27.67	57.94	36.79
9.	Kerala	70.92	86.93	73.76
10.	Madhya Pradesh	12.18	40.28	18.64
11.	Maharashtra	37.94	54.45	44.35
12.	Manipur	30.95	66.67	37.25
13.	Meghalaya	47.23	44.44	46.67
14.	Nagaland	47.62	200.0	154.55
15.	Orissa	26.59	27.60	26.84
16.	Punjab	49.75	72.88	54.96
17.	Rajasthan	7.05	22.01	11.85
18.	Sikkim	37.50	100.0	77.78
19.	Tamil Nadu	34.17	41.80	38.04
20.	Tripura	23.53	60.00	28.20
21.	Uttar Pradesh	12.25	37.44	16.68
22.	West Bengal	28.34	38.97	31.57
23.	A. & N. Islands	40.0	50.0	42.86
24.	Arunachal Pradesh	18.75	0 (negligible)	17.64
25.	Chandigarh	100	63.63	64.29
26.	Dadra & Nagar Haveli	33.33	–	33.33
27.	Delhi	55.56	63.86	63.04
28.	Goa, Daman & Diu	47.37	66.66	65.0
29.	L. N. & A. Islands	100.0	–	100.0
30.	Mizoram	76.92	75.00	76.47
31.	Pondicharry	55.55	50	52.38
	All India	23.70	44.56	29.37

Annex XI

ENROLMENT OF GIRLS IN THE AGE GROUP 6 TO BELOW 14 IN SCHOOL
(per cent)

		Area		
Sl. No.	*States/Union Territory*	*Rural*	*Urban*	*Rural & Urban*
1.	Andhra Pradesh	34.51	55.91	39.19
2.	Assam	51.06	29.64	46.45
3.	Bihar	26.25	45.61	28.14
4.	Gujarat	52.58	56.36	53.88
5.	Haryana	33.33	46.47	36.37
6.	Himachal Pradesh	59.22	41.07	56.63
7.	Jammu & Kashmir	30.84	51.09	35.86
8.	Karnataka	53.10	63.18	56.25
9.	Kerala	81.34	80.63	81.22
10.	Madhya Pradesh	22.07	48.83	27.85
11.	Maharashtra	47.85	98.01	60.55
12.	Manipur	51.75	70.83	55.07
13.	Meghalaya	58.76	42.85	55.20
14.	Nagaland	54.38	200.0	59.32
15.	Orissa	39.29	32.81	38.10
16.	Punjab	76.33	76.84	76.44
17.	Rajasthan	15.22	27.52	19.09
18.	Sikkim	40.90	150.0	50.0
19.	Tamil Nadu	64.54	64.45	64.50
20.	Tripura	45.40	76.0	49.04
21.	Uttar Pradesh	31.41	42.89	27.05
22.	West Bengal	48.67	48.40	48.60
23.	A. & N. Islands	53.33	60.0	55.0
24.	Arunachal Pradesh	25.53	33.33	26.0
25.	Chandigarh	100.0	58.06	61.76
26.	Dadra & Nagar Haveli	44.0	—	44.0
27.	Delhi	74.46	68.72	69.46
28.	Goa, Daman & Diu	69.44	64.51	67.96
29.	L. M. & A. Islands	100.0	—	100.0
30.	Mizoram	84.37	77.37	83.93
31.	Pondicherry	62.06	70.37	66.07
	All India	39.19	56.40	43.38

Annex XII

CAUSES OF WASTAGE AND STAGNITION AT THE ELEMENTARY STAGE OF EDUCATION

School-related factors	*Family-related factors*	*Community-related factors*	*Student-related factors*
1. Education not related to life	1. Poverty, economic hardship	1. Leave employment facilities	1. Lack of interest in education
2. Over-crowded classes	2. Education expenditure	2. Social background of area/ conservation	2. Irregular attendance
3. Inadequate training of teachers	3. Loss of one/both parents	3. Child marriage	3. Aptitude
4. Poor facilities in schools (Instructional)	4. Domestic problems	4. Illiteracy in the masses	4. Failure repeated
5. Double shift school	5. Indifferent attitude of parents towards education		5. Truancy
6. Poor teaching	6. Weak foundation/health		
7. Unqualified teacher	7. Illiteracy of parents		
8. Poor holding power of school	8. Socio-economic conditions		
9. Continuous admission throughout the year	9. Non-availability of clothes		
10. Defective system of examination	10. Non-availability of books		

Annex XII. *(continued)*

School-related factors	*Family-related factors*	*Community-related factors*	*Student-related factors*
11. Discouraging attitude of teachers	11. Helping father in his occupation		
12. Lack of science kits	12. No separate school for girls		
13. Lack of female teachers	13. Domestic help		
14. Lack of teaching aids	14. Migration		
15. Distance from the school	15. Premature withdrawal of children		
16. Absence of efforts for retention of enrolled children	16. Parental opposition to girls education		
17. Inadequate physical facilities	17. Large size of the family		
18. Single-teacher schools			
19. Curriculum not suitable/ heavy syllabus			
20. Rigid working schedule			
21. Failure to pay special attention to needs of girls			

Annex XII. *(continued)*

School-related factors	*Family-related factors*	*Community-related factors*	*Student-related factors*
22. Absence of ancillary service like midday meals etc.			
23. Inadequate inspection			
24. Lack of hygience and scarcity of drinking water			
25. Heterogeniety of age level			
26. Location of school in a busy area (factory/industry)			
27. Lack of medical facilities			

Annex XIII

MEMBER OF THE STEERING COMMITTEE*

Minister of Education – Chairman
Ministry of Education
Government of India

Shri Y.N. Chaturvedi
Joint Secretary
Ministry of Education
New Delhi

Dr. K.N. Hiriyannaiah
Head, Survey and Data Processing Unit
National Council for Educational Research and Training, New Delhi

Shri M.M. Kapoor
Fellow & Head
Sub-National Systems Unit
National Institute for Educational Planning and Management
New Delhi

Shri R.S. Uppal
Senior Research Officer
Planning Commission
New Delhi

Shri M. Lakshminaryana
Deputy Secretary
Ministry of Education
New Delhi

* In India there is already a high level committee for promoting the education of girls and women. The same committee has been designated responsible for the promotion of the education of girls under the APEID programme. Other names appearing in this list are members of the national study team.

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* *Education of disadvantaged groups and multiple class teaching; studies and innovative approaches; report. 1981*

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Training of educational personnel for integrated curriculum; report. 1984

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Mutual co-operation for schools development; some experiences from Asia and the Pacific; report. 1985

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Towards equality of educational opportunity; inter-country exchange of experiences; report of the visits of the Panel on the Education of Girls. 1985

Formal and non-formal education: co-ordination and complementarity; report. 1986

Education of girls in Asia and the Pacific; report. 1986

Raising the achievement level of children in primary education; report. 1986

In-service training and tomorrow's primary education; report. 1987

Coping with drop-out; a handbook. 1987

Education in difficult contexts; report. 1987

* Out of stock

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